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ABSTRACT

This study was made of the practices and problems in rehabilitating public offenders so that meaningful and usable materials would be available for the use of state agencies. The study consisted of a review of the experience of the study group members, a survey of state rehabilitation agencies, a field trip to a cooperative correctional rehabilitation center, and the utilization of resource people in 10 different disciplines. Some major parts of this study include: (1) eligibility, case finding and development of referral sources, (2) evaluation and counseling of the public offender, (3) restoration services, (4) training, (5) job placement and followup, and (6) development and utilization of inter-agency relationships and community services. Information is also included regarding the vocational rehabilitation programs in Georgia and Maryland, cooperation between the Maryland Department of Corrections and the State Board of Education, Federal agency programs, expansion projects, innovation projects, establishment projects, innovation projects, establishment projects, and research and development projects. (GEB)

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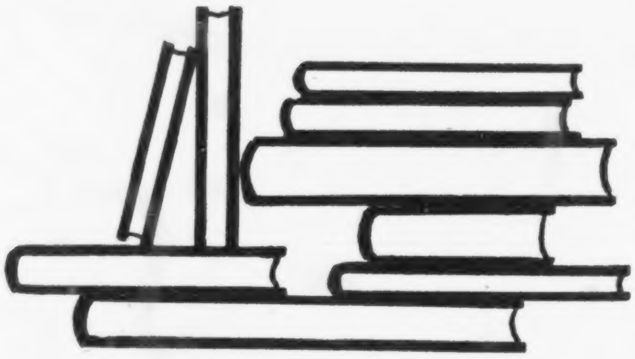

a training guide

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REHABILITATION
# of the
PUBLIC OFFENDER

A Report from the Study Group on Rehabilitation
of the
Alcoholic and Public Offender

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The materials in this publication do not necessarily represent the official views of the Rehabilitation Services Administration nor of State vocational rehabilitation agencies. They do, however, reflect serious effort by able persons to keep practices in the State-Federal program of rehabilitation current with developments in the field.

FOREWORD

Current trends in the development of the rehabilitation program are bringing about the application of the rehabilitation process to many new fields of endeavor. Many refinements and adaptations of the process are required. The Institute on Rehabilitation Services is a major instrumentality for accomplishing these changes. Many current issues and topics are referred to them for study and development of resource material for staff development.

This report on the public offender is the result of the first year of study by a group charged with developing information on rehabilitation of the alcoholic and public offender. They will continue their study and make a later report on the rehabilitation of the alcoholic.

Some State agencies have already accumulated substantial experience in serving disabled persons who are classified as public offenders. Others are developing programs in this area. More agencies are planning for activity in this field. This report is most timely and will certainly contribute significantly to improvement of the effectiveness of staff as they provide services to these very disadvantaged persons.

Joseph Hunt

Joseph Hunt
Commissioner

PREFACE

This report should be regarded as a first step in the development of guidelines for the rehabilitation of public offenders. The Study Committee on Rehabilitation of the Public Offender was charged with the responsibility for making a study of practices and problems in rehabilitating this vast population and producing materials that would be both meaningful and usable in a State agency staff development activity. Implicit in these charges was the necessity for studying the rehabilitation process from referral through closure in conjunction with the correctional process.

The Committee members approached this study through a review of the experience of Study Group members, a survey of State rehabilitation agencies, a field trip to a cooperative correctional rehabilitation center and the utilization of resource people in various disciplines. The disciplines included criminology, penology, corrections, psychiatry, medicine, psychology, research, counseling, training, and vocational rehabilitation. Members of the Committee gained from these experiences a broader perspective about the problems and more insight into promising approaches in the provision of rehabilitation services to public offenders. These experiences were used as a basis for discussions and individual assignments in the preparation of material for this publication.

General Charge

The 1967 IRS Planning Committee charged Study Group III with the responsibility for studying the rehabilitation of the alcoholic and public offender. Early in the deliberation, members of the prime Study Group recognized the desirability of studying each area separately and selected the rehabilitation of public offenders for primary consideration. Some preliminary work was initiated on the rehabilitation of the alcholic and reported to the 1968 IRS Planning Committee.

Revised Charge

The enlightened and expanded rehabilitation concepts contained in the 1965 VR Amendments have placed a challenge before the public program of vocational rehabilitation to serve and rehabilitate increased numbers of disabled persons heretofore receiving little attention.

Among these handicapped are those who have been convicted of a public offense. A thorough study of the problems and a survey of the practices in working with these groups is extremely timely and of importance if an approach to preparing staff members is to be developed and if programs are to be geared to meet this challenge.

The members of the Study Group should make every effort to produce materials that are both meaningful and usable in State agency staff development activity. The final report should be closely identified in format with training guides as is literally possible and still cover the subject matter in this charge.

The following major activities should be carried out by the Study Group during the year:

A. Develop a working definition of the public offender which will be acceptable and usable for rehabilitation.

B. Compile information relative to the magnitude of the problem, incidence, economic and social factors, including manpower loss, dependence on public assistance, family disruption, et cetera.

C. Conduct a survey of State rehabilitation agency policies and practices in serving the public offender. Such a survey might include: staffing patterns, types of services provided, special problems, results of rehabilitation services, and funding.

D. Gather and summarize examples of efforts made to rehabilitate the public offender provided by public and private agencies other than State DVR and VRA.

E. Following the survey, the Study Group should organize the information gained in training guide format.

Numerous individuals contributed information, time and effort to this study. The contributions of the following are gratefully acknowledged: Dr. Thomas L. Porter, Project Director, University of Georgia; Mr. Merl D. Myers, Maryland DVR; Mr. James McClary, South Carolina Department of VR; Mr. James West, Oklahoma DVR; Dr. R. J. Blackley, Director, North Carolina Alcoholic Rehabilitation Center;

Dr. Sheldon Peizer, Florida State University; Mr. Glen Calmes, Assistant Regional Representative, RSA; Mr. Richard Grant, Consultant, RSA; Dr. Edward R. Sieracki, Consultant, RSA; and Mr. Harold F. Shay, Consultant, RSA. A special note of appreciation for consultation goes to Dr. John McKee, Draper Correctional Institution in Alabama; Dr. John Barry, University of Georgia; Mr. Richard Chapel, University of Georgia; Dr. Rives Chalmers, Psychiatrist, Atlanta; Dr. Tom W. Leland, Dr. John Barnett, Psychiatrists, Atlanta; Dr. Henry Harsch, Psychologist, Atlanta; Mr. Joseph H. Scarbrough and staff, Alto Rehabilitation Center; and Dr. Don Chandler, West Georgia College.

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Chapter I

NATURE OF THE PROBLEM

The Public Offender Defined

After considerable discussion and review of previous definitions, the Study Committee arrived at the following definition of a public offender:

> A public offender is any juvenile or adult convicted or adjudicated by a court of competent jurisdiction, whether Federal, State, or local, including persons institutionalized, probated, paroled or otherwise released.

The above definition was utilized in all the considerations of the Study Committee and applies to the public offender as he is discussed in this report.

The Challenge of Crime

President Johnson, in a message to the Congress March 9, 1966, stated: "The problems of crime bring us together. Even as we join in common action, we know there can be no instant victory. Ancient evils do not yield to easy conquest. We cannot limit our efforts to enemies we can see. We must, with equal resolve, seek out new knowledge, new techniques, and new understanding."

The President's concern for the problems of crime and the rehabilitation of criminals is underlined by his establishment of the Commission on Law Enforcement and Administration of Justice. The Commission analyzed the problem and presented its findings in a report entitled The Challenge of Crime in a Free Society (U.S. Government Printing Office, February 1967). In summary, they state:

> THERE IS MUCH CRIME in America, more than ever is reported, far more than ever is solved, far too much for the health of the Nation. Every American knows that. Every American is, in a sense, a victim of crime. Violence and theft have not only injured, often irreparably, hundreds of thousands of citizens, but have directly affected everyone. Some people have been impelled to uproot themselves and find new homes. Some have been made afraid to use public streets and parks. Some have come to doubt the worth of a society in which so many people behave so badly. Some have become distrustful of the Government's ability, or even desire, to protect them. Some have

lapsed into the attitude that criminal behavior is normal human behavior and consequently have become indifferent to it, or have adopted it as a good way to get ahead in life. Some have become suspicious of those they conceive to be responsible for crime: adolescents or Negroes or drug addicts or college students or demonstrators; policemen who fail to solve crimes; judges who pass lenient sentences or write decisions restricting the activities of the police; parole boards that release prisoners who resume their criminal activities.

The most understandable mood into which many Americans have been plunged by crime is one of frustration and bewilderment. For "crime" is not a single simple phenomenon that can be examined, analyzed and described in one piece. It occurs in every part of the country and in every stratum of society. Its practitioners and its victims are people of all ages, incomes and backgrounds. Its trends are difficult to ascertain. Its causes are legion. Its cures are speculative and controversial. An examination of any single kind of crime, let alone of "crime in America," raises a myriad of issues of the utmost complexity.

The underlying problems are ones that the criminal justice system can do little about. The unruliness of young people, widespread drug addiction, the existence of much poverty in a wealthy society, the pursuit of the dollar by any available means are phenomena the police, the courts, and the correctional apparatus, which must deal with crimes and criminals one by one, cannot confront directly. They are strands that can be disentangled from the fabric of American life only by the concerted action of all of society. They concern the Commission deeply, for unless society does take concerted action to change the general conditions and attitudes that are associated with crime, no improvement in law enforcement and administration of justice, the subjects this Commission was specifically asked to study, will be of much avail.

Of the everyday problems of the criminal justice system itself, certainly the most delicate and probably the most difficult concern the proper ways of dealing individually with individuals. Arrest and prosecution are likely to have quite different effects on delinquent boys and on hardened professional criminals. Sentencing occasional robbers and habitual robbers by the same standards is clearly inappropriate. Rehabilitating a drug addict is a procedure that has little in common with rehabilitating a holdup man. In short, there are no general prescriptions for dealing with "robbers." There are no general prescriptions for dealing with "robbery" either. Keeping streets and parks safe is not the same problem as keeping banks secure. Investigating a mugging and tracking down a band of prudent and well-organized bank robbers are two entirely distinct police procedures. The kind of police patrol that will deter boys from street robberies is not likely to deter men with guns from holding up storekeepers.

Many Americans think of crime as a very narrow range of behavior. It is not. An enormous variety of acts make up the "crime problem." Crime is not just a tough teenager snatching a lady's purse. It is a professional thief stealing cars "on order." It is a well-heeled loan shark taking over a previously legitimate business for organized crime. It is a polite young man who suddenly and inexplicably murders his family. It is a corporation executive conspiring with competitors to keep prices high. No single formula, no single theory, no single generalization can explain the vast range of behavior called crime.

Many Americans think controlling crime is solely the task of the police, the courts, and correction agencies. In fact, as the Commission's report makes clear, crime cannot be controlled without the interest and participation of schools, businesses, social agencies, private groups, and individual citizens.

The existence of crime, the talk about crime, the reports of crime, and the fear of crime have eroded the basic quality of life of many Americans. A Commission study conducted in high crime areas of two large cities found that:

> 43 percent of the respondents say they stay off the streets at night because of their fear of crime.
>
> 35 percent say they do not speak to strangers any more because of their fear of crime.
>
> 21 percent say they use cars and cabs at night because of their fear of crime.
>
> 20 percent say they would like to move to another neighborhood because of their fear of crime.

> One-third of a representative sample of all Americans say it is unsafe to walk alone at night in their neighborhoods. Slightly more than one-third say they keep firearms in the house for protection against criminals. Twenty-eight percent say they keep watchdogs for the same reason.

Magnitude of the Problem

National statistics regarding the number of offenses known to the police either from citizen complaints or through independent police discovery are collected from local police officials by the Federal Bureau of Investigation and published annually in the report entitled Crime in the United States, Uniform Crime Reports (UCR). The following excerpts from the above report are given as evidence of the magnitude of the problem:

> In the Uniform Crime Reporting Program the number of crimes in seven offense categories are tabulated on the basis of counts made by law enforcement agencies as crimes of these types become known to them. These crime categories--murder and nonnegligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny $50 and over, and auto theft--are used to provide an index of the trend of crime in the United States. As a group, these offenses represent the most common local crime problem. Each crime classification is serious, either by virtue of the nature of the criminal act itself, such as murder, forcible rape, robbery and aggravated assault, or because of the volume of criminal incidents which require an inordinate amount of police investigative effort and time, such as burglary, larceny and auto theft.
>
> During calendar year 1965 more than two and three-quarter million serious crimes came to police attention. a 6 percent increase in the Crime Index in 1965 over 1964. Each of the individual crime categories contributed to the overall increase. When considered as a group the crimes of violence, which comprise 13 percent of the Crime Index total, registered a 6 percent increase. Murder rose 6 percent, forcible rape 9, robbery 6, and aggravated assault 6 percent. The property crimes, which make up 87 percent of the Crime Index, rose 6 percent as a group with burglary up 6 percent, larceny $50 and over 8 percent, and auto theft 5 percent. Since 1960 the volume of crime has increased 46 percent. During this six-year period the property crimes rose 47 percent and the violent crimes 35 percent.

All city population groups had increases in 1965, led by a 7 percent rise in the group of cities having less than 50,000 inhabitants. The group with 500,000 or more population showed a 4 percent upward trend. City groups in the intermediate population range from 50,000 to 500,000 had increases from 4 to 6 percent. Suburban areas with an 8 percent rise again had a sharper percentage increase in the volume of crime than cities over 250,000 population, which were up 4 percent as a group, and rural areas which were up 3 percent.

When viewed geographically, all regions experienced crime increases in 1965 with a rise of 10 percent in the Western States, 8 percent in the Northeastern States, and 4 percent in the North Central and Southern States. All Crime Index offenses were up in all geographic regions with the exception of auto theft, which declined slightly in the Southern States.

Estimated crime figures for the United States are set forth in the following table. The trends shown in this table are based on the actual reporting experience of comparable places.

Crime Index classification	Estimated crime 1965		Percent change over 1964	
	Number	Rate per 100,000 inhabitants	Number	Rate
Total.............	2,780,000	1,434.3	+6	+5
Murder...................	9,850	5.1	+6	+6
Forcible rape............	22,470	11.6	+9	+8
Robbery..................	118,920	61.4	+6	+5
Aggravated assault.......	206,700	106.6	+6	+5
Burglary.................	1,173,200	605.3	+6	+4
Larceny $50 and over.....	762,400	393.3	+8	+7
Auto theft	486,600	251.0	+5	+4

In summary:

1. More than 2,780,000 serious crimes reported during 1965; a 6 percent increase over 1964.

2. Fourteen victims of serious crimes per 1,000 inhabitants in 1965, an increase of 5 percent over 1964 and 35 percent over 1960.

3. More than 5,600 murders, 34,700 aggravated assults with a gun and over 68,400 armed robberies in 1965.

4. One hundred eighteen thousand, nine hundred robberies, 1,173,000 burglaries, 2,500,000 larcenies, and 486,600 auto thefts resulted in total property stolen in excess of $1 billion.

5. Arrests of persons under 18 for serious crimes increased 47 percent 1965 over 1960. Increase in young age group population for same period was 17 percent.

6. In 1965, 53 police officers were murdered in the line of duty. Fifty-two were killed by firearms. Since 1960, 96 percent of the murder of officers was by the use of firearms.

7. Over 30 percent of persons arrested in suburban areas were non-residents of suburban communities where crime was committed.

8. Careers in Crime: Initial FBI study of offenders disclosed over 48 percent repeated within two years after being released to the street following a prior charge.

Young people commit a disproportionate share of crime and the number of young people in our society is growing at a much faster rate than the total population. Although the 15 to 17-year-old age group represents only 5.4 percent of the population, it accounts for 12.8 percent of all arrests. Fifteen and sixteen-year-olds have the highest arrest rate in the United States. The problem in the years ahead is dramatically foretold by the fact that 23 percent of the population is 10 or under.

Many factors affect crime trends but they are not always easy to isolate. Murder is a seasonal offense. Rates are generally higher in the summer, except for December, which is often the highest month and almost always 5 to 20 percent above the yearly average. In December 1963, following the assassination of President Kennedy, murders were below the yearly average by 4 percent, one of the few years in the history of the

UCR that this occurred. Since 1950 the pace of auto thefts has increased faster than but in the same direction as car registrations. During World War II, however, when there was rationing and a shortage of cars, rates for auto theft rose sharply. And in 1946 when cars came back in production and most other crimes were increasing, auto thefts fell off rapidly.

The introduction to the UCR provides a checklist of some of the many factors that must be taken into account in interpreting changes in crime rates and in the amount and type of crime that occurs from place to place:

Density and size of the community population and the metropolitan area of which it is a part.
Composition of the population with reference particularly to age, sex, and race.
Economic status and mores of the population.
Relative stability of population, including commuters, seasonal, and other transient types.
Climate, including seasonal weather conditions.
Educational, recreational, and religious characteristics.
Effective strength of the police force.
Standards governing appointments to the police force.
Policies of the prosecuting officials and the courts.
Attitude of the public toward law enforcement problems.
The administrative and investigative efficiency of the local law enforcement agency.

A number of these factors have been changing in ways that would lead one to expect increases in the amounts of certain kinds of crime.

Characteristics of Offenders

There is a common belief that the general population consists of a large group of law-abiding people and a small body of criminals. However, studies have shown that most people, when they are asked, remember having committed offenses for which they might have been sentenced if they had been apprehended. These studies of "self-reported" crime have generally been of juveniles or young adults, mostly college and high school students. They uniformly show that delinquent or criminal acts are committed by people at all levels of society. Most people admit to relatively petty delinquent acts, but many report larcenies, auto thefts, burglaries, and assaults of a more serious nature.

One of the few studies of this type dealing with criminal behavior by adults was of a sample of almost 1,700 persons, most of them from the State of New York. In this study, 1,020 males and 670 females were asked which of 49 offenses they had committed. The list included felonies and misdemeanors, other than traffic offenses, for which they might have been sentenced under the adult criminal code.

Ninety-one percent of the respondents admitted they had committed one or more offenses for which they might have received jail or prison sentences. Thirteen percent of the males admitted to grand larceny, 26 percent to auto theft, and 17 percent to burglary. Sixty-four percent of the males and 27 percent of the females committed at least one felony for which they had not been apprehended. Although some of these offenses may have been reported to the police by the victims and would thus appear in official statistics as "crimes known to the police," these offenders would not show up in official arrest statistics.

Such persons are part of the "hidden" offender group. They evidently at one time or another found themselves in situations that led them to violate the criminal law. However, most people do not persist in committing offenses. For many the risk of arrest and prosecution is deterrence enough, while others develop a stake in a law-abiding way of life in which their youthful "indiscretions" no longer have a place.

What is known today about offenders is confined almost wholly to those who have been arrested, tried, and sentenced. The criminal justice process may be viewed as a large-scale screening system. At each stage it tries to sort out the better risks to return to the general population. The further along in the process that a sample of offenders is selected, the more likely they are to show major social and personal problems.

From arrest records, probation reports, and prison statistics a "portrait" of the offender emerges that progressively highlights the disadvantaged character of his life. The offender at the end of the road in prison is likely to be a member of the lowest social and economic groups in the country, poorly educated and perhaps unemployed, unmarried, reared in a broken home, and to have a prior criminal record. This is a formidable list of personal and social problems that must be overcome in order to restore offenders to law-abiding existence. Not all offenders, of course, fit this composite profile, as a more detailed examination of the arrest, probation, and prison data reveals.

Arrest Data on Offenders

National arrest statistics, based on unpublished estimates for the total population, show that when all offenses are considered together the majority of offenders arrested are white, male, and over 24 years of age. Offenders over 24 make up the great majority of persons arrested for fraud, embezzlement, gambling, drunkenness, offenses against the family, and vagrancy. For many other crimes the peak age of criminality occurs below 24.

The 15-to-17-year-old group is the highest for burglaries, larcenies and auto theft. For these three offenses, 15-year-olds are arrested more often than persons of any other age with 16-year-olds a close second. For the three common property offenses the rate of arrest per 100,000 persons 15 to 17 in 1965 was 2,467 as compared to a rate of 55 for every 100,000 persons 50 years old and over. For crimes of violence the peak years are those from 18 to 20, followed closely by the 21 to 24 group. Rates for these groups are 300 and 297 as compared with 24 for the 50-year-old and over group.

One of the sharpest contrasts of all in the arrest statistics on offenders is that between males and females. Males are arrested nearly seven times as frequently as females for Index offenses plus larceny under $50. The rate for males is 1,097 per 100,000 population and the corresponding rate for females is 164. The difference is even greater when all offenses are considered.

The differences in the risks of arrest for males and females seem to be diminishing, however. Since 1960 the rate of arrest for females has been increasing faster than the rate for males. In 1960 the male arrest rate for Index offenses plus larceny under $50 was 926 per 100,000 and in 1965 it was 1,097, an increase in the rate of 18 percent. However, the female rate increased by 62 percent during this same period, from 101 per 100,000 females to 164. Most of the increase was due to the greatly increased rate of arrest of women for larcenies. The larceny arrest rate for women increased 81 percent during this same period in marked contrast to an increase of 4 percent for aggravated assault, the next highest category of arrest for women among these offenses.

The factor of race is almost as important as that of sex in determining whether a person is likely to be arrested and imprisoned for an offense. Many more whites than Negroes are arrested every year but Negroes have a significantly higher rate of arrest in every offense category except certain offenses against public order and morals. For Index offenses plus larceny under $50 the rate per 100,000 Negroes in 1965 was four times as great as that for whites (1,696 to 419).

In general, the disparity of rates for offenses of violence is much greater than comparable differences between the races for offenses against property. For instance, the Negro arrest rate for murder is 24.1 compared to 2.5 for whites, or almost 10 times as high. This is in contrast to the difference between Negroes and whites for crimes against property. For example, the rate of Negro arrest (378) for burglary is only about 3½ times as high as that for whites (107). The statistics also show that the difference between the white and Negro arrest rates is generally greater for those over 18 years of age than for those under 18. Negroes over 18 are arrested about 5 times as often as whites (1,684 to 325). In contrast, the ratio for those under 18 is approximately three to one (1,689 to 591).

The differences between the Negro and white arrest rates for certain crimes of violence have been growing smaller between 1960 and 1965. During that period, considering together the crimes of murder, rape, and aggravated assault, the rate for Negroes increased five percent while the rate for whites increased 27 percent. In the case of robbery, however, the white rate increased three percent while the Negro rate increased 24 percent. For the crimes of burglary, larceny, and auto theft the Negro rate increased 33 percent while the white rate increased 24 percent.

Many studies have been made seeking to account for these differences in arrest rates for Negroes and whites. They have found that the differences become very small when comparisons are made between the rates for whites and Negroes living under similar conditions. However, it has proved difficult to make such comparisons, since Negroes generally encounter more barriers to economic and social advancement than whites do. Even when Negroes and whites live in the same area the Negroes are likely to have poorer housing, lower incomes, and fewer job prospects. Many believe that if conditions of equal opportunity prevailed, the large differences now found between the Negro and white arrest rates would disappear.

Commitment to the Rehabilitation of the Public Offender

The statistics reported above present an alarming problem. Punitive measures have been unsuccessful. In the same message to the Congress mentioned earlier, President Johnson made this point:

> We cannot tolerate an endless, self-defeating cycle of imprisonment, release, and reimprisonment which fails to alter undesirable attitudes and behavior. We must find ways to help the first offender avoid a continuing career of crime.

In response to the Prisoner Rehabilitation Act of 1965, the Attorney General described the measure as a promising and practical way of helping to reduce crime. He said:

> The procedures would help to provide the Department of Justice with much needed additional latitude in dealing with salvageable convicted offenders. The proposal reflects the growing trend in the correctional field to augment inherently limited institutional resources with potentially greater community resources. The Federal Government has exercised a leadership role in developing programs of correctional treatment and should be enabled to employ every promising procedure which will bring about the reduction of criminal behavior in the United States.

Mary E. Switzer, Administrator, Social and Rehabilitation Service, U.S. Department of Health, Education and Welfare, in an article entitled "Vocational Rehabilitation and Corrections: A Promising Partnership," which appeared in the Federal Probation Quarterly (September, 1967) states:

> Rehabilitation of the convicted offender is one of the most significant challenges to confront the Vocational Rehabilitation Administration in its 47 years of service to the handicapped citizens of this Nation. It has already been shown that vocational rehabilitation and the field of corrections are natural allies in the battle against crime and delinquency. This alliance must be strengthened as we move to solve these serious sociological problems.
>
> Vocational rehabilitation, as it has progressed in the United States, has reached a stage of development at which joint ventures with corrections officials have become logical, practical, and advisable.
>
> ...The most recent legislative improvements took place in November 1965 with the passage of Public Law 89-333, the "Amendments to the Vocational Rehabilition Act." These amendments enlarge the opportunities for VRA contributions to the correctional field.

She continues her discussion by pointing out vocational rehabilitation activities in the correctional field. She states:

As long ago as 1948, the Georgia Division of Vocational Rehabilitation assigned a counselor to work in the federal penitentiary at Atlanta. However, efforts by State vocational rehabilitation agencies to help the offender remained sporadic for many years. There was no systematic attempt to adapt the program to a correctional setting until 1961 when Oklahoma established a rehabilitation demonstration project at the State Reformatory at Granite. Since then, there has been a rapid proliferation of state vocational rehabilitation agency involvement in this field. This has been due largely to the correctional administrators who have recognized that vocational rehabilitation can make valuable contributions both inside and outside the penal institution.

Another important factor was that the passage of Public Law 89-333 coincided with a heightened national resolve to make corrections something more than simple custody. New resources are thus being created for use directly in the campaign against rising crime and delinquency.

Over 40 states now have cooperative programs involving their vocational rehabilitation agencies and their penal institutions, probation offices, parole boards, training schools, and jails. An outstanding example is found at the Georgia Industrial Institute, a reformatory for young offenders. Using funds provided by the State's Department of Corrections, the Georgia Division of Vocational Rehabilitation set up, within the confines of the reformatory, a facility to help these young people make adequate vocational and social adjustments when returned to society. Employing a staff of over 20 persons, this Unit offers all of the vocational rehabilitation services previously mentioned. Field offices similar to this one are also operating in correctional institutions in Tennessee, Oklahoma, and South Carolina. These illustrate a favorite device for cooperative program development--the so-called "third-party matching arrangement." Under this plan a state correctional institution transfers funds to the State VR agency and this money is matched by the agency with federal funds under Section 2 of the Vocational Rehabilitation Act. This type of arrangement leads to a truly effective program to rehabilitate the offender and adds new dimensions to the overall mission of the correctional agency.

Orin Lehman, Chairman, New York's Committee on Employing the Handicapped, in a paper read to a meeting of the Joint Commission on Correctional Manpower and Training responded to the question, "How Can the Public Offender Be Rehabilitated?" by stating:

> It is true that in recent years the entire correctional picture has come in for a considerable amount of attention. But this attention--however salutory it has been-- has not brought about necessary reforms in many vital areas, particularly in public thinking. In fact, too many people are still pretty old-hat in their approach to corrections.
>
> The offender today all too often bears the stigma attached to the "bad poor" of Victorian England, the kind who kept coal in the bathtub, if he had one, whose social status was akin to that of the untouchables. It is paradoxical that this attitude should persist in a social order that prides itself on being the most enlightened in the world and also one in which every person has the right to expect--and to receive--an equal chance.
>
> Dr. Daniel Glaser described the situation most aptly when he said that the record of man's approach to criminals can be summarized as a succession of three R's: Revenge, Restraint, Reformation. Unfortunately, as he also noted, the latter two R's have never quite caught up with the first.
>
> In short, we suffer from what has been diagnosed as a split personality about crime and criminals. With justification we are concerned about our 27-billion-dollar annual crime bill. But we have not, until very recently, demonstrated an equal concern for the nearly 2 million men and women who have been found guilty of criminal offenses. Until we do, until we look at the human equation, we will not make much of a dent in that staggering 27-billion-dollar bill. On the contrary, we will see both figures increase.
>
> The heart of the matter is: "How to keep the offender from continuing a career of crime." And if we wish to solve this problem, which some have termed the most serious sociological problem of our age, we must also ask this question: How can we bring the law-abiding citizen, who has never been in trouble, to accept as his neighbor and co-worker the man who has been in jail?

Obviously it would be sheer folly to suggest that, once an offender has paid his debt to society, he will automatically live as a good neighbor and a productive member of the community. It also oversimplifies the problem to assume that, even if a discharged offender is fortunate enough to find employment, he will settle down and live happily ever after.

However, a job and the opportunity to live on equal terms with his neighbors form a paramount part of the total rehabilitation process. This is a part that society should be ready, willing, and able to provide now. Without it, we will not make much of a dent in the harsh statistic that at least 50 percent of all persons who are convicted for a first time get into trouble all over again. In New York alone, it has been estimated by Governor Rockefeller, 7 out of 10 persons convicted of a crime in the state have a prior record.

This is an appalling situation, not just in terms of the endless drain on the community but even more importantly in terms of wasted lives and opportunities. The fault of the repeat offender in all too many cases rests squarely on the law-abiding citizen who believes his responsibility ends after he extracts an eye for an eye.

Guidelines for Providing Rehabilitation Services to Public Offenders

As an introduction to the chapters which follow, an overview of the more important problems regarding the rehabilitation of the public offender may be helpful. A review of these problems was prepared by Marvin O. Spears, Chief of Rehabilitation Services, Minnesota Division of Vocational Rehabilitation. Spears' review, although written for Minnesota, is applicable to the national scene. With Spears' permission his review is reproduced below:

I. INTRODUCTION

The Minnesota Division of Vocational Rehabilitation will be providing increased services to public offenders as a result of the passage of Public Law 89-333. This represents a new challenge to Vocational Rehabilitation as these individuals have received only limited services in the past. Since the Agency has had little experience in providing services to public offenders, it was felt desirable to provide guideline to the field staff so that they could have a better understanding of this very difficult group of vocational rehabilitation clients. In the future, vocational rehabilitation counselors will be receiving referrals of public offenders from local parole and probation offices, from state correctional institutions and a few from federal correctional institutions and agencies. A counselor can expect to have a certain number of offenders in his caseload and should have a better understanding of the nature of this particular rehabilitation problem together with some very general suggestions as to how he might best deal with these problems.

The information contained in these guidelines has been gleaned from the experience of other state vocational rehabilitation agencies in providing services to public offenders. It was obtained by reviewing a number of research project reports and perusal of some selected literature. Also a fair amount of useful information was obtained from the notes taken at several conferences and meetings dealing with correctional rehabilitation programs. It should be emphasized that these ideas and suggestions do not represent the final word in correctional rehabilitation. Any given suggestion might work well with some individuals and poorly with others. It is hoped that as our agency gains experience in rehabilitating public offenders we will be able to refine and extend these guidelines. This process of refinement and extension will be greatly aided if counselors serving public offenders will make mental and perhaps written notes of their experiences in providing services to this group. This sharing of experiences probably will be the most valuable source for future guidelines. Increasingly sophisticated research projects are being developed in this field and as these projects yield results we will be revising our views and practices to accommodate new knowledges. Therefore, no one should consider these suggestions as final answers but simply as starting points.

II. THE "VALUES" PROBLEM

The most profound difference the vocational rehabilitation counselor will encounter in working with public offenders is the social values associated with criminal behavior. Physically, mentally or emotionally handicapped persons generate in most of us feelings of sympathy and compassion. They are considered unfortunate yet worthy and we find little difficulty in empathizing with them in their tribulations. The disabled person is felt to be a victim of circumstances over which he had little or no control. As such the counselor feels no hesitation in extending both his personality and the resources of the agency to help the individual solve his vocational problems. "There but for the grace of God, go I" is an oft used cliche that expresses rather clearly the value orientation towards disabled persons.

The situation is quite different with respect to public offenders. Society's attitude towards offenders has been, is, and for some time will continue to be one of judging the offenders' behavior as morally bad, socially damaging and of such consequence as to engender fear. The offender is looked upon not as an unfortunate person but as a morally evil one who, as a result of his own willful acts, has created complex problems for himself and society. With this value orientation present in society, it may be difficult for counselors to feel much compassion or even much empathy for offenders. Counselors, too, could easily view the offender as a morally bad person, one who is to be feared and one who is not worthy of his help. To be effective with the offenders, the counselors will need to acquire a new perspective.

The history of society's attempts to deal with offenders reflects this value orientation, in that retribution is extracted and punishment is used to deter future wrongdoing. Only recently has the field of corrections been encouraged to approach the offender in a rehabilitation spirit. Currently corrections' philosophy holds that the offenders' behavior must be changed to conform to the values of society. Correctional workers and settings are seen as agents of change, aiding the offender in modifying and adapting his behavior. It is obvious that if the counselor is to contribute his skills in modifying vocationally related behavior he must recognize his values toward offenders and attempt to control and channel them constructively. He will need to be aware that the offender may be more difficult to "feel with"--more difficult to accept. He needs also to recognize that he can't be of much help to a person he fears or actively dislikes. More knowledge of this population will help in enabling the counselor to work effectively with the offender...but so will a good deal of self-discipline.

It should not be implied that while the counselor will need to develop acceptance for individual offenders he must condone or pardon specific anti-social acts on the part of his client. To do so would be to merely reinforce inappropriate and maladaptive behavior and would be of no service to offender. Perhaps what is most needed is an open, non-judgemental view of each individual with a recognition of the factors that contribute to the individual's criminal behavior.

If this sounds like a large order, one only need review the history of vocational rehabilitation services to the mentally ill and the mentally retarded to see that the vocational rehabilitation counselor has risen to unusual challenges in the past. There's every reason to believe that he will rise to this new challenge every bit as well.

III. SOME CHARACTERISTICS OF OFFENDERS

Below you will find summarized some characteristics of offenders. It should be remembered that the summary is quite broad and for any individual offender it may prove inaccurate. However, in a general way the following material does represent some of the dimensions of the offender population.

Socio-Economic - Family Dimensions:

Frequently, the offender is a rootless, homeless male (more men than women run afoul of the law). He is single, divorced or separated, or if married, likely to have an unstable marriage. He has probably changed his residence recently, as this group is highly mobile. He may very well be a member of a minority group and probably lived a good portion of his life in a cultural deprivation. Chances are he is or has been financially dependent either on public welfare or other persons. Socially, he's an isolated person who has few ties with community groups or organizations, or little association with religious organizations. Family ties may be more important to him but tenuous due to his anti-social behavior. While intelligence is relatively normally distributed in the offender population, education is not. Offenders have less education than the general population. Many offenders have little trouble getting employment. Keeping the job and gaining gratification from work is a major problem.

Psychological Dimensions:

The offender tends to be a suspicious, distant person who holds others at arm's length. He may have great difficulty controlling his impulses and usually needs quick and direct gratification of his wants and desires. Often he is an overactive, hypomanic sort of person who has a great deal of difficulty sitting still, planning ahead, or considering alternatives. Many would describe offenders as "con artists" who will try to get whatever they can from whomever they can. This behavior may be direct and bristling with hostility or smooth, indirect and manipulative. Offenders, especially those entering penal institutions, may be more fearful and anxious than their bravado would indicate.

It has been hypothesized that the sociopathic adjustment exhibited by most offenders has part of its roots in the unreliable environment of the offender in his younger days. In many instances the offender experienced very little stability and predictability in other people's reaction to him. Reactions to him may have been so variable and so unpredictable that he learned to expect unreliability, unpredictability and undependability. To control and deal with the anxiety and fear generated by this kind of environment, he learned to strike out in hostility or to manipulate. This concept implies that the counselor should relate to the offender in a stable, dependable, predictable way, if he is going to be effective in helping him change his behavior. The offender must perceive the counselor as one part of his environment that is reliable and worthy of his trust and confidence.

Other Dimensions:

Among offenders are found a higher percentage of individuals who have problems with alcoholism, narcotics addiction, and sexual deviance expressed either as homosexuality or sexual aggressiveness. Not all offenders are mentally retarded or mentally ill but the number of retarded or emotionally disturbed individuals is significant. Offenders are vulnerable to the full range of physical disability although the studies reviewed for this report indicated a lesser incidence of physical disability than might have been expected. On the matter of physical disability perhaps one of the most identifiable problems has to do with facial disfigurement. Facial disfigurement can contribute to emotional problems which may in turn be related to the individual's criminal behavior.

In correctional circles there's an interesting concept with respect to the timing of services which holds that the offender is more vulnerable to help from professional persons at certain times and for certain reasons. This theory suggests that the offender is most vulnerable to help shortly after he has been incarcerated. His vulnerability decreases while he is institutionalized and learns to adjust to institutional life and then increases again as his release draws near. This concept has implications for counselors with respect to the point at which vocational rehabilitation services are offered to an individual.

IV. VOCATIONAL REHABILITATION SERVICES-SPECIAL PROBLEMS

In dealing with a different group of clientele we probably will find a need for new services in addition to those provided other handicapped persons. It will behoove us to seek creative solutions to the problems presented by this group and to obtain the services which the offender needs to complete his vocational rehabilitation. Some of the special services mentioned below may be purchased directly by the agency, others may need to be obtained from other resources. In any event, the counselor should be aware of the possible need for the services mentioned below:

1. Medical Evaluation

In view of the fact that many offenders are not physically handicapped, there may be a temptation to gloss over the need for comprehensive medical evaluation. To do so would be a serious mistake. Careful medical evaluations are as important with this group as with any other. Small, perhaps easily overlooked, matters (e.g. - glasses, dentures) may have large consequences in terms of vocational rehabilitation outcomes. Certain types of physical problems may assume greater proportions among this population than among others.

For instance, facial disfigurement or severe problems with dentition may contribute to the offender's vocational adjustment problems. Some authorities have urged that a careful psychological evaluation to detect possible brain damage.

2. Marriage Counselor

The offender frequently has family problems of major proportion. There may be occasions when it is important to obtain marriage counseling to help overcome these problems.

3, Group Counseling

Several studies have shown the value of group vocational counseling sessions in shaping vocationally related behavior. The use of group techniques with offenders has been tried in a number of places and has proven helpful. Experimentation with this technique may prove desirable.

4. Legal Aid

One area in which all projects indicate a problem is the matter of legal aid for offenders. Some counselors have found it necessary for the completion of a vocational rehabilitation plan to purchase legal aid for their clients. This problem is particularly serious in the matter of civil actions. Legal aid for criminal action, in Minnesota, is available through the newly established system Public Defenders. However, at the present time there is only very limited help available for civil suits through legal aid societies and Office of Economic Opportunity programs.

5. Financial Counseling

The offender may have numerous problems with respect to the management of money and his financial affairs. He may need guidance in going through the various options of bankruptcy as well as handling garnishments. He may need financial counseling from a professional source.

6. Maintenance and Transportation

The counselor may very well find that since the offender is frequently a homeless, highly mobile person, he will have a greater need for maintenance and transportation from our agency while receiving other rehabilitation services. Vocational rehabilitation agencies in other states have structured the provision of the service very effectively and have done so in such a way as to reinforce the acceptable behavior on the part of the offender. They have done this by having the maintenance funds sent directly to the counselor who then distributes them to the offender at regular intervals. This allows the counselor to make certain that the client has been living up to expectations before he receives his money.

7. Treatment for Alcoholism and Narcotics Addiction

In view of the frequency of problems with alcoholism and narcotics addiction, it may be desirable and indeed absolutely necessary for the counselor to get his client to a treatment resource for alcoholism or drug addiction.

8. Reconstruction Plastic Surgery

   One of the more expensive services that may prove desirable for a few offenders is that of reconstructive plastic surgery. A research project in New York is testing the hypothesis that reconstructive plastic surgery for severe facial disfigurement will materially contribute to the rehabilitation of offenders.

9. Sheltered Workshop Services

   Sheltered Workshop services have not been used for offenders very often. This would seem to be a fruitful area of service to explore. Counselors could enlist the cooperation of a sheltered workshop in providing personal adjustment training to selected offenders. It could prove valuable to find out how the patterns of service of a sheltered workshop might be utilized or modified to accommodate this group.

No doubt many other services will be identified as necessary and desirable to vocationally rehabilitate offenders. We must assume a flexible and creative position with respect to providing or acquiring these services for the offender. Certainly the counselor should make known to their supervisors any needs they see with respect to special services.

Summary

The problems are legion; knowledge about the problems is limited and, in some cases, perhaps invalid. The challenges and responsibilities, however, are clear. What follows in this report is an attempt to begin the task of meeting these challenges. Many of the principles discussed have proven effective with other populations of rehabilitation clients. The belief is that use of these principles, with the proposed modifications, will prove fruitful in the rehabilitation of the public offender.

CHAPTER II

ELIGIBILITY, CASE FINDING AND DEVELOPMENT OF REFERRAL SOURCES

Before the public offender can be served by rehabilitation agencies, he must be located and a legal basis for the provision of services must be established. This chapter is designed to provide the reader with information regarding the special eligibility provisions for public offenders and to provide suggestions regarding the identification of public offenders in need of rehabilitation services who are not currently incarcerated.

ELIGIBILITY

In Rehabilitation Service Series No. 67-18 (September 28, 1966) the following statement is made in reference to eligibility and the determination of rehabilitation potential of the public offender:

> Insofar as eligibility is concerned, it should be emphasized that, before the State agency may provide vocational rehabilitation services, the public offender must meet the three basic conditions of eligibility defined in Section 401.20(b) of the Regulations. This means, of course, that (1) there must exist a physical or mental disability; (2) there must be a substantial handicap to employment and (3) there must be a reasonable expectation that vocational rehabilitation services may render the individual fit to engage in a gainful occupation. The public offender, as a public offender, therefore may not be considered categorically eligible for rehabilitation services, but must have his eligibility established on the basis of an individual evaluation as in the case of any applicant for services.
>
> Attention must be called, however, to the implications of the new Regulations for determining the eligibility of this particular group. Section 401.1(o) includes, within the definition of physical or mental disability, behavioral disorders characterized by deviant social behavior or impaired ability to carry out normal relationships with family and community which result from vocational, educational, cultural, social, environmental or other factors. Although studies have shown that public offender populations are characterized by a relatively high proportion of mental retardation, emotional disturbance and physical disability, there is clearly a sizeable group of public offenders whose disability is essentially behavioral. As indicated in Section 401.22 (a) (1), the presence of these disabilities must be established. Where behavioral disorders are involved, a psychiatric or psychological evaluation must be obtained in accordance with Section 401.22 (e)(2). This means that a diagnosis of behavioral disorder must be made by

a qualified psychiatrist or psychologist before the counselor can be satisfied that the offender does, in fact, suffer from this disability.

In a similar manner, the significance of the definition of "substantial handicap to employment" must be considered. Section 401.1(w) calls attention to the medical, psychological, vocational, educational, cultural, social or environmental factors which may impede an individual's occupational performance by preventing his obtaining, retaining, or preparing for a gainful occupation consistent with his capacities and abilities. The effects of extended unemployment, institutionalization, job obsolesence and cultural deprivation may be basic considerations in determining the vocational handicap of public offenders for vocational rehabilitation services.

Prior to the new regulations, eligibility of public offenders was based on either a physical impairment or a mental impairment the latter resulting from emotional disturbances or mental retardation. Eligibility of public offender applicants therefore had to be determined on the basis of medical examination for either physical or psychiatric impairment or on the basis of a psychological determination of mental retardation. Eligibility requirements for these impairments continue in effect. Under the category of mental disability, the impairment "behavioral disorder" was added; and the regulations are that the determination of behavioral disorder must be made on the basis of examination by a qualified psychiatrist or psychologist.

Behavioral Disorders Defined

Mental disorders are descriptively classified as psychotic, neurotic, or behavioral reactions. Behavioral reactions are grouped as personality disorders. In those cases the personality utilizes primarily a pattern of action or behavior in its adjustment struggle, rather than symptoms in the mentalsomatic or emotional spheres. Thus, a behavior disorder may be defined as one in which the personality, in its struggle for adjustment to internal and external stresses, utilizes primarily a pattern of action or behavior (American Psychiatric Association: Diagnostic and Statistical Manual; November 1965; Washington, D. C.).

Personality (behavioral) disorders are characterized by developmental defects or pathological trends in the personality structure, with minimal subjective anxiety, and little or no sense of distress. In most instances, the disorder is manifested by a life-long pattern of behavior, rather than by mental or emotional symptoms. Some diagnostic terms currently in use to designate certain types of behavioral disorders follow:

1. Inadequate Personality. Such individuals are characterized by inadequate response to intellectual, emotional, social, and physical demands. They are neither physically nor mentally

grossly deficient on examination, but they do show inadaptability, ineptness, poor judgment, lack of physical and emotional stamina, and social incompatibility.

2. Schizoid Personality. Inherent traits in such personalities are (1) avoidance of close relations with others, (2) inability to express directly hostility or even ordinary agressive feelings, and (3) autistic thinking. These qualities result early in coldness, aloofness, emotional detachment, fearfullness, avoidance of competition, and day dreams revolving around the need for omnipotence. As children, they are usually quiet, shy, obedient, sensitive and retiring. At puberty, they frequently become more withdrawn, then manifesting the aggregate of personality traits known as introversion, namely, quietness, seclusiveness, "shut-in-ness," and unsociability, often with eccentricity.

3. Cyclothymic Personality. Such individuals are characterized by an extratensive and outgoing adjustment to life situations, an apparent personal warmth, friendliness and superficial generosity, an emotional reaching out to the environment, and a ready enthusiasm for competition. Characteristic are frequently alternating moods of elation and sadness, stimulated apparently by internal factors rather than by external events. The individual may occasionally be either persistently euphoric or depressed, without falsification or distortion of realty. The diagnosis in such cases should specify, if possible, whether hypomanic, depressed or alternating.

4. Paranoid Personality. Such individuals are characterized by many traits of the schizoid personality, coupled with an exquisite sensitivity in interpersonal relations, and with a conspicuous tendency to utilize a projection mechanism, expressed by suspiciousness, envy, extreme jealousy and stubborness.

5. Emotionally unstable personality. In such cases the individual reacts with excitability and ineffectiveness when confronted by minor stress. His judgment may be undependable under stress, and his relationship to other people is continuously fraught with fluctuating emotional attitudes, because of strong and poorly controlled hostility, guilt, and anxiety.

   This term is synonymous with the former term "psychopathic personality with emotional instability."

6. Passive-aggressive personality. Reactions in this group of three types and the diagnosis can be further elaborated, if desired, by adding the specific type of reaction observed. However, the three types of reaction are manifestations of the same underlying psychopathology, and frequently occur interchangeably in a given individual falling in this category.

7. Compulsive personality. Such individuals are characterized by chronic, excessive, or obsessive concern with adherence to standards of conscience or of conformity. They may be overinhibited, overconscientious, and may have an inordinate capactiy for work. Typically they are rigid and lack a normal capacity for relaxation. While their chronic tension may lead to neurotic illness, this is not an invariable consequence. The reaction may appear as a persistence of an adolescent pattern of behavior, or as a regression from more mature functioning as a result of stress.

8. Personality trait disturbance, other. This category is included to permit greater latitude in diagnosis. Instances in which a personality trait is exaggerated as a means to life adjustment (as in the above diagnosis), not classifiable elsewhere, may be listed here.

9. Antisocial reaction. This term refers to chronically antisocial individuals who are always in trouble, profiting neither from experience nor punishment, and maintaining no real loyalties to any person, group, or code. They are frequently callous and hedonistic, showing marked emotional immaturity, with lack of sense of responsibility, lack of judgment, and an inability to rationalize their behavior so that it appears warranted, reasonable, and justified.

   The term includes cases previously classified as "constitutional psychopathic state" and "psychopathic personality." As defined here the term is more limited, as well as more specific in its application.

10. Dyssocial reaction. This term applies to individuals who manifest disregard for the usual social codes, and often come in conflict with them, as the result of having lived all their lives in an abnormal moral environment. They may be capable of strong loyalties.

These individuals typically do not show significant personality deviations other than those implied by adherence to the values or code of their own predatory, criminal, or other social group. The terms includes such diagnoses as "pseudosocial personality" and "psychopathic personality with asocial and amoral trends."

11. Sexual deviation. This diagnosis is reserved for deviant sexuality which is not symptomatic of more extensive syndromes, such as schizophrenic and obsessional reactions. The term includes most of the cases formerly classed as "psychopathic personality with pathologic sexuality." The diagnosis will specify the type of the pathologic behavior, such as homosexuality, transvestism, pedophilia, fetishism and sexual sadism (including rape, sexual assault, mutilation).

12. Alcoholism. Included in this category will be cases in which there is well established addiction to alcohol without recognizable underlying disorder. Simple drunkenness and acute poisoning due to alcohol are not included in this category.

13. Drug addiction. Drug addiction is usually symptomatic of a personality disorder, and will be classified here while the individual is actually addicted; the proper personality classification is to be made as an additional diagnosis. Drug addictions symptomatic of organic brain disorders, psychotic disorders, psychophysiologic disorders, and psychoneurotic disorders are classified here as a secondary diagnosis.

14. Transient situational personality disturbance. Transient situational disorders which cannot be given a more definite diagnosis in the group, because of their fluidity, or because of the limitation of time permitted for their study, may be included in this general category. This category is designed also for the use of record librarians and statisticians dealing with incomplete diagnoses.

15. Gross stress reaction. Under conditions of great or unusual stress, a normal personality may utilize established patterns of reaction to deal with overwhelming fear. The patterns of such reactions differ from those of neurosis or psychosis chiefly with respect to clinical history, reversibility of reaction, and its transient character. When promptly and adequately treated, the condition may clear rapidly. It is also possible that the condition may progress to one of the neurotic reactions. If the reaction persists, this term is to be regarded as a temporary diagnosis to be used only until a more definitive diagnosis is established.

16. Adult situational reaction. This diagnosis is to be used when the clinical picture is primarily one of superficial maladjustment to a difficult situation or to newly experienced environmental factors, with no evidence of any serious underlying personality defects or chronic patterns. It may be manifested by anxiety, alcoholism, asthenia, poor efficiency, low morale, unconventional behavior, etc. If untreated or not relieved such reations may, in some instances, progress into typical psychoneurotic reactions or personality disorders. This term will also include some cases formerly classified as "simple adult maladjustment."

17. Adjustment reaction of infancy. Under this term are to be classified those transient reactions in infants occurring on a psychogenic basis without organic disease. In most instances these will be outgrowths of the infant's interaction with significant persons in the environment or a response to the lack of such persons. Undue apathy, undue excitability, feeding and sleeping difficulties are common manifestation of such psychic disturbances in infants.

18. Adjustment reaction of childhood. Under this heading are included only the transient symptomatic reactions of children to some immediate situation or internal emotional conflict. The more prolonged and definitive disturbances will be classified elsewhere.

    Although the symptomatic manifestations are usually mixed, one type of manifestation may predominate. This group may be subclassified according to the most prominent manifestations as follows:

    a. Habit disturbance. When the transient reaction manifests itself primarily as a so-called "habit" disturbance, such as repetitive, simple activities, it may be subclassified here.

       Indicate symptomatic manifestations under this diagnosis; for example, nail biting, thumb sucking, enuresis, masturbation, tantrums, etc.

    b. Conduct disturbance. When the transient reaction manifests itself primarily as a disturbance in social conduct or behavior, it will be classified here. Manifestation may occur chiefly in the home, in the school, or in the community, or may occur in all three. Conduct disturbances are to be regarded as secondary phenomena when seen in cases of mental deficiency, epilepsy, epidemic encephalitis, and other well-recognized organic diseases.

Indicate symptomatic manifestations under this diagnosis; for example, truancy, stealing, destructiveness, cruelty, sexual offenses, use of alcohol, etc.

19. Adjustment reaction of adolescence. Under this diagnosis are to be included those transient reactions of the adolescent which are the expression of his emancipatory strivings and vacillations with reference to impulses and emotional tendencies. The superficial pattern of the behavior may resemble any of the personality or psychoneurotic and deep-seated personality trait disorders or psychoneurotic reactions must be made.

20. Adjustment reaction of late life. Under this diagnosis will be included those transient reactions of later life which are an expression of the problems of physiological changes, retirement from work, breaking up of families through death, or other life situation changes frequently precipitate transient undesirable personality disturbances, or accentuate previous personality disorders. Such disturbances are to be differentiated from other psychogenic reactions and from reactions associated with cerebral arteriosclerosis, presenile psychosis, and other organic disorders.

Suggestions for Eligibility Determination

Obviously, the first step in determining eligibility is to determine whether a physical or mental impairment exists. The second step is to determine whether such impairment is a substantial handicap to employment. The third step is to establish whether a reasonable expectation exists that rehabilitation services will render the individual fit to engage in gainful employment. In relation to establishing eligibility, the following suggestions are made:

Counselors working in the field or community setting may receive referrals from various sources, such as juvenile courts, probational offices, interested individuals, self-referral, et cetera. The counselor may establish the presence of behavioral disorder by securing the required examination from a qualified psychiatrist or psychologist. In providing psychological examinations for the determination of impairment and eligibility, the usual rehabilitation-type psychological examination on public offender cases should include not only the client's behavioral patterns but also aptitude, abilities, interests, and any other psychological information that will assist the counselor in planning rehabilitation services for the client. In addition, the counselor working in a field setting should utilize the evaluation team (including the psychologist) that may be available to him through a rehabilitation evaluation center, workshop, rehabilitation center, or any other special type of evaluation facility which includes a qualified psychologist. In some states regional or state-wide evaluation centers and facilities may be established for the specific purpose of providing evaluation and determining eligibility for public offender referrals. The counselor should avail himself of such resources whenever possible.

Within many States special rehabilitation evaluation teams are being established for the public offender, such as reception and evaluation units, special rehabilitation projects in youthful offender institutions, industrial schools and other correctional institutions. All such rehabilitation units, where referral of clients originates, should have psychological, medical, and other specialists as part of the rehabilitation team and the determination of eligibility should automatically be made and documented in the case file as clients come through facilities.

Obviously the team evaluation type of approach is ideal for determining whether the impairment is an employment handicap and also for determining whether reasonable expectation for rehabilitation exists.

Some State corrections departments and many Federal institutions have pre-release centers where the discharged offenders spend some time prior to their return to the community. Many of these centers have or are establishing, along with State rehabilitation agencies, rehabilitation programs of evaluation, training, and preparation for return to community life. If at all possible, these pre-release centers should be staffed with rehabilitation personnel, including the psychologist and psychiatrist who can assist in determining eligibility automatically for all rehabilitation referrals as they pass through the pre-release centers.

The counselor working in the field or community setting will find it relatively simple to determine by use of the appropriate types of examinations whether a physical or mental impairment exists.

Good judgment and special skills will be needed, however, to determine whether employment handicap and rehabilitation potential are present in the referrals, especially if the counselor does not have available to him special facilities such as those mentioned in the foregoing paragraphs. In such instances, the counselor should utilize on-the-job evaluations and tryouts; tryouts in trade schools and workshops; or any types of situations which would give the counselor an opportunity to find out whether the public offender referral is motivated to work or is sincere in wanting to avail himself of opportunities through rehabilitation programs.

CASE FINDING AND DEVELOPMENT OF REFERRAL SOURCES

A large portion of the potential public offender clients will not actively seek rehabilitation services; in fact many will appear overtly resistive. As mentioned in Chapter I, the typical offender tends to be a suspicious, distant person who holds others at arm's length. Therefore, effective case finding efforts and referral procedures may well be the key to successful efforts to rehabilitate the public offender outside a penal setting. Identification of offenders will not be as difficult as securing their cooperation since they are generally well known to many public agencies, i.e., probation and parole officers, law enforcement agencies, welfare agencies, court officials, employment offices, et cetera. The real problem is insuring that the referral agencies are well informed regarding whom rehabilitation can serve and what the potential public offender client can expect. If the public offender comes to the counselor expecting X service and finds that first he must go through a lot of bureaucratic red tape, he is likely to become quickly disenchanted. The public offender is not noted for his ability to delay gratification of a need or desire. Therefore, the public offender referral source should give accurate information and encouragement to the public offender. Also, in many instances, the rehabilitation agency should assume the initiative in seeking out and wooing the public offender. If the counselor and his assistants sit and wait for him to appear, many potential rehabilitants will be lost.

Most of the public agencies that are in contact with the public offender are faced with two limitations. They are charged with the responsibility of policing his behavior, and/or they are limited in the services they can provide. These factors frustrate both the public offender and the sincere agency employee. Rehabilitation agencies could very easily be perceived as a godsend by both parties. Through rehabilitation the public offender can receive the type evaluation services, training, maintenance, supportive counseling, et cetera, which other agencies are unable to render.

Listed below are some suggestions which might be utilized in beginning rehabilitation efforts in regard to the public offender:

Representatives from all local agencies that are concerned with the public offender might meet together

Brochures which describe the factors usually considered in determining acceptance or rejection of referrals may be prepared

Handouts with case histories which illustrate rehabilitation services to the public offender may be prepared.

Referral agencies may be supplied with descriptive information about rehabilitation services which they can give the public offender referral.

A system of immediate feedback may be developed so referral sources will know what the rehabilitation agency is doing.

A liberal acceptance of referrals is needed. Too often referral agencies get the feeling that "not feasible" is the rehabilitation counselor's answer to difficult cases and that he will only accept those cases which do not really need much, if any, help.

Rehabilitation counselors should spend some time in court and be prepared to help judges arrange alternatives to imprisonment. This step will be especially welcome by many juvenile court judges.

Working relationships may be developed with:

1. Juvenile Court officials
2. State Industrial Schools
3. Youth Opportunity Offices
4. Public and private employment agencies
5. City, County, State and Federal courts
6. State and Federal Probation Officers
7. State and County Welfare Departments
8. Private Social Agencies
9. Public High Schools
10. Public Trade Schools

Development of Case Finding and Referral Sources at State and Federal Correctional Institutions, Reform Schools, et cetera.

In developing case finding and referral sources, the State agency might simply have counselors contact institutions on some regular basis for referrals. This approach, however, would be the least desirable.

A more effective referral system would be to place a counselor in the institution so that he could work with the correctional staff. Thus, he would have access to information on all public offenders and would be in a position to select those who appear to have the best rehabilitation potential.

Referral Systems at Rehabilitation Facilities and Correctional Institutions

Probably the best and most effective case finding and referral approach in institutions is to establish a cooperative rehabilitation facility at the institution (see Appendix A). As a minimal type of program, evaluation services could be established to include the medical specialist, psychological services, the social worker, and the counselor. In such settings, referrals to the evaluation team should be automatic for all offenders of the institution, at least for an initial screening. The identification of a mental disorder (including a behavior disorder) should be verified by an appropriately qualified psychiatrist or psychologist member of the rehabilitation evaluation staff. Thus, when those referrals appearing to have the greater potential are referred to the field counselor for services, the question of eligibility would have been previously determined.

A referral system would be much more effective in the institutional setting if some types of evaluation techniques such as work assignment, workshop experience through institutional jobs and prison industries, vocational training courses in the institutions, work release programs, et cetera, would assist in determining rehabilitation potential and help to insure successful rehabilitation of a great percentage of referrals.

The foregoing suggestions are considered minimal for the development of case finding and referral sources for the public offender. As field counselors and other units of the state rehabilitation program gain experience with the public offender, opportunity for new case finding and referral techniques will arise.

CHAPTER III

EVALUATION OF THE PUBLIC OFFENDER

Evaluation of the public offender, as with all referred individuals, requires thorough diagnostic services in medical, social, psychological, and vocational areas to determine eligibility and rehabilitation potential.

Those persons referred from community-based sources are usually evaluated by rehabilitation counselors in essentially the same manner as other rehabilitation referrals. Data should be collected from all the available sources. General and special medical examinations should be obtained as needed. Psychological and/or psychiatric evaluations should be arranged as indicated, and the social and family background data should be obtained either directly by the counselor or from some helping source. The vocational assessment and overall rehabilitation diagnostic summary are made by the counselor from all available data. He may call on other special community resources equipped to evaluate client rehabilitation potential and to render consultative services to the State agency. Team consideration of evaluation data and joint decision making are important in serving the public offender.

Referrals to a rehabilitation facility or cooperative program established within a prison, whatever the method of casefinding, are usually fully evaluated by facility staff in team fashion after initial screening, using both prison and VR facility resources.

Some public offenders may be accepted for services on the basis of a physical disability, some on the basis of mental retardation and some on the basis of a psychiatric and/or behavioral disorder. The policy, practice and State Plan provisions of the State agency will determine on what basis public offenders are certified as eligible and on what basis they will be served. All public offender referrals must have a general medical examination and special medicals as needed. A comprehensive psychological examination on every case is most useful in the evaluation process.

Many public offenders are severely emotionally disturbed and must be evaluated from the psychiatric standpoint. Some referrals may have to be tried out in sheltered work situations before a realistic vocational rehabilitation evaluation can be made. Others may have to be provided with training and/or medical service as under provisions of "extended evaluation" to determine if one may reasonably expect that vocational rehabilitation services will equip the public offender to engage in gainful employment.

A. Evaluation of Referrals from Community Based Sources

Preliminary evaluation for screening: The purpose of the preliminary client evaluation is to ascertain whether the prospective applicant may be a subject for rehabilitation services and whether or not further study is indicated. The principal sources of information during the preliminary investigation are the referral agency and the prospective client, himself. The information sought during the preliminary study must include the name and address of the person, date of referral, source of referral, his age and a statement of disability. Referral agencies may furnish this information plus copies of medical, psychological, social or vocational data which they may already have. In other instances the vocational rehabilitation staff members may have an arrangement for screening referral agency records, often done jointly with a referral agency staff member to select persons who can benefit from vocational rehabilitation services. The preliminary investigation at the local level may also include gathering information from courts, law enforcement agencies, probation and parole officers, prison schools and welfare agencies, et cetera. During this preliminary stage the counselor may also arrange for medical, psychological, social, and vocational evaluation to determine the value of proceeding into more formal or comprehensive client evaluation.

Comprehensive and/or formal evaluation: Just as for other types of handicapped persons coming to the attention of the rehabilitation agency, public offender referrals from the local level usually will need careful medical, social, psychological, vocational and educational evaluation to determine their potential for successful rehabilitation. The regular evaluation resources available are used for public offenders in the same way as for other types of referrals. An exception seems to be that group counseling, trial therapy and work and training tryouts are used to a greater extent than for general disability cases.

B. Evaluation Conducted in Rehabilitation Facilities or Programs Located in Correctional Institutions.

Preliminary evaluation for screening: This first phase of evaluation usually includes a review of classification records in the prison, gathering of any available data with respect to the inmates, a social report from some local community source and limited medical, psychological and vocational evaluation. Usually a rehabilitation staff person serves as a member of the institution classification committee. The psychologist, the psychiatrist, the rehabilitation counselor and institutional staff members play significant roles during the screening stage. Work assignments are also used quite extensively by counselors during this particular phase to determine the inmate's willingness and readiness to utilize rehabilitation services. When feasibility for further consideration is recorded the VR counselor in consultation with other staff members will determine whether the case will be accepted for comprehensive evaluation. Factors usually considered are age, disability, extent of vocational handicap, potential for adjustment and the time the inmate has to serve before release. Those inmates most likely to be condidered non-feasible are: the severely mentally deficient; the more severe, untreatable personality disorders; and inmates whose past conduct would clearly classify them as "incorrigible."

Comprehensive and/or formal evaluation: Comprehensive medical, psychological, social and vocational diagnostic evaluation is usually done by members of the rehabilitation center staff. This evaluation includes carefully planned interviews, achievement and aptitude testing longer periods of work try-out and/or training, group counseling, trial therapy, work sample assignments, remedial and other prevocational training, et cetera. Some prison-based rehabilitation facilities have vocational rehabilitation dormitories or cottages which provide an excellent resource for the members of the staff to make continuous observations and evaluations of clients' behavior, aptitudes, attitudes and inner personal relationships.

Prison resources and personnel should be used in the evaluation process. Evaluation services or information not available from the prison are usually obtained by the rehabilitation center staff members. Most of the evaluation is done in the rehabilitation facility. Occasionally evaluators from outside will be brought into the agencies. Also, rehabilitation staff members or security officers occasionally will accompany inmates outside the prison for examinations and/or certain other evaluation services which are only available outside the institution grounds.

Progress made by the inmates during the comprehensive evaluation, which may include individual and group counseling, psycho-therapy, medical treatment, training and/or work on a trial basis, will determine if and when the person will be accepted for rehabilitation services. Experience in living in a rehabilitation dormitory can be a part of the formal evaluation process. Resources usually available in VR rehabilitation programs in prisons include specialty consultation, intensive counseling, work station assignments, remedial and other basic educational services, prevocational units and/or prison industries, personal-social adjustment services, and other rehabilitation-readiness experiences.

Comprehensive evaluation is the basis for the planning of a proper program of services with the individual inmate. Individual client service plans should be written and initiated just as soon as eligibility and potential for successful rehabilitation is determined. Nevertheless, evaluation occurs from the time the person enters the prison until the day he leaves the prison.

One of the most critical factors in determining acceptability of inmates for rehabilitation services is whether they can profit from counseling. Inmates may be influenced by other inmates, by positive or negative attitudes on the part of security officers, and by the extent of involvement in the rehabilitation process by rehabilitation staff members. These facts should be kept in mind in planning any evaluation or training program for inmates.

C. Extended Evaluation.

Individual State Plans shall provide that, prior to, and as a basis for, extended evaluation, sufficient case study and diagnosis in accordance with usual practice will be completed to establish the presence of a physical or mental disability, a substantial handicap to employment, and the services to be provided during the extended evaluation. Within extended evaluation a plan is required setting forth explicitly the services which appear to be needed to determine if the individual has rehabilitation potential. The major purpose for having extended evaluation, therfore, is to determine whether or not there is reasonable expectation that vocational rehabilitation services will render an individual fit to engage in gainful work. If a decision can be reached as to eligibility without the utilization of an extended evaluation, a determination then becomes one of eligibility or ineligibility, not one of providing services to determine rehabilitation potential.

Any or all of the usual vocational rehabilitation services may be provided to inmates during extended evaluation except placement, occupational tools and equipment, initial stocks of supplies, management services and supervision of vending stands and small business operation, occupational licenses, et cetera. During extended evaluation it may be necessary to provide medical treatment and/or surgery, maintenance, transportation, training and training material, and other goods and services.

Guidelines should be developed within each program and/or facility for staff use, giving direction with respect to such things as (a) time allowed in preliminary and comprehensive evaluation before certification and extended evaluation plan must be written; (b) circumstances under which certain clients might remain in evaluation for extended periods without extended evaluation certification and/or plan; (c) criteria for writing extended evaluation plans; (d) criteria for regular review of client progress during extended evaluation, et cetera.

D. Recommendations.

1. A screening process for all inmates coming into an institution is essential. Most public offender programs in prison environments are designed to facilitate two agencies working closely together. Personnel of both rehabilitation and correction agencies should be directly involved in the inmate's rehabilitation. The screening process is usually developed in three or more stages, such as initial screening, intake screening, and pre-discharge staffing.

2. Since the major disability found in most public offenders is behavioral in nature, primary emphasis should be placed on psychological evaluation with strong support from psychiatry.

3. Work assignment evaluation is a valuable supplement to vocational testing. Inmates in work assignment should be re-evaluated frequently with regard to such factors as level of functioning, motivation, ability to tolerate pressures, work habits and attitudes and inter-personal relations with peers and authority figures.

4. Evaluation is a continuous process within the vocational rehabilitation unit and prison environment as long as the inmate is either in evaluation or in an active service status. Frequent team assessment should be made on client progress whether in evaluation status or active service status.

5. Special attention should be given to physical disabilities such as scars, dental problems, physical defects detracting from appearance. Good medical consultation is essential.

6. Pre-discharge case staffing is desirable at least a month prior to discharge or parole date. The purpose of this staffing is to finalize plans for the inmate's return to his home community. The field counselor to be involved should participate in this staffing, if possible.

7. All information concerning inmates should be treated as confidential by personnel of all agencies participating in the cooperative program. The use of such information should be limited to purposes directly connected with the administration of the program and the welfare of the inmate. The release of information to employers may be considered to be in connection with the administration, and for the welfare of the inmate.

CHAPTER IV

COUNSELING THE PUBLIC OFFENDER

Given the nature of the population of offenders previously suggested, some implications can be drawn in terms of how the rehabilitation counselor might best relate to and counsel with offenders. Since counseling is a highly individualized process, the following suggestions may prove inappropriate for specific individuals:

Two not-very distinct schools of thought exist on how best to relate to the offender. Within one of the schools the position is held that an attempt to alter the basic personality structure of the offender is a waste of time. Instead, a more profitable approach is to modify small segments of vocationally relevant behavior by attempting to reinforce acceptable responses of the offender and by extinguishing unacceptable vocationally relevant behavior. The counselor should not concern himself if the basic personality of the offender is not changed as long as the offender becomes capable of making an adequate vocational adjustment.

The emphasis within the other school is that the offender must be confronted with his anti-social behavior and must be motivated to change it. To accomplish these changes, counselors are needed who are genuine and accepting. The offender must be helped to recognize the need for change and to develop the strength to change. Through frank discussion, the offender is brought to realize that his illicit acts are not working for him and that more effective ways of dealing with his environment are possible.

Moralizing is seen in both schools as an ineffective procedure.

These schools of counseling are not mutually exclusive. In most instances the rehabilitation counselor will want to use the approach outlined in the first school, changing to the techniques of the second school when appropriate for a given client. One counselor serving offenders suggests that the approach outlined for the first school is most suitable for the rehabilitation counselor to use, while the approach outlined for the second school is most appropriate for the cooperating parole or probation agent to follow.

Since the offender's behavior was, in part, caused by an unreliable, unpredictable environment, the counselor should epitomize dependability, reliability, and stability. Therefore, the counselor must make good on any and all commitments to offender clients and should correspondingly use threats only when he can and will follow through on them. In the same vein the counselor should relate to the offender in a direct, straightforward, implacably honest, rather blunt fashion, setting limits constructively. Since the offender may be quite suspicious, what the counselor says may be doubted. Several project counselors have been astonished by the fact that offenders do not believe what they say even in the most innocuous situations. This experience can be frustrating and irritating for counselors and can be overcome only with reliable performance and patience.

The counselor's interest in the offender and his vocational problems must be genuine, as it will frequently be tested. By the same token, over-involvement in the personal and non-vocational affairs of the offender will impair the counselor's effectiveness as a vocational advisor and expert.

Counselors should understand that offenders will not be among the most cooperative, friendly, cheerful and pleasant groups with which to work. The counselor should get used to having clients coerced, cajoled or in other ways propelled to his office for rehabilitation services. The indication from one study is that those offenders who volunteered or actively sought rehabilitation services showed less potential for ultimate rehabilitation than those selected on the basis of other criteria. Counselors may expect a fair number of drop-outs from training or other rehabilitation programs. Also a distressing number of "no-shows" for office appointments should be expected as this group does not respond well to letters asking them to come to the counselor's office for a chat. A counselor may find it necessary to pursue this type of client to greater lengths than other clients. This reaching out to the offender can't go on indefinitely. The suggestion is made in one project that the counselor actively attempt to offer services to the potential client for six months. If the individual is still unwilling or incapable of availing himself of the service, the case is then closed. The six month period might serve as a useful guideline. In any event the offender will require a great deal of counselor time.

Another difficulty the counselor may encounter is resistance on the part of some training agencies and rehabilitation agencies to serving this group of clients. Counselors should do whatever they can to overcome any resistance of this sort and of course the staff of the administrative office will lend any assistance possible. In planning specific services for offenders, the program should be structured so that the offender knows clearly what is expected of him and what the consequences are of his failure to live up to these expectations. A well-structured training or service program is desirable as is a highly-structured living situation. Unfortunately, only very limited resources for structured living exist at present. More are in the process of development. More frequent supervision of clients in training is desirable.

No doubt counselors would be helped if they had available a neat, tested set of criteria for selecting offenders referred to them for vocational rehabilitation services. Unfortunately, no such tried and true criteria exist. Common sense might tell us that offenders with fewer serious offenses might be better rehabilitation risks. We might also assume that the offender who is not retarded, not emotionally ill and who is physically whole, would offer better potential. We might also assume that the younger offender would have better rehabilitation potential. However, the indication from one study is that the older (age 35 or so) offender fared somewhat better in rehabilitation than did the youthful offender (age 18 to 22). So it is with several characteristics that might be used as criteria. Common sense might have suggested that the person who volunteered for rehabilitation services would offer better potential. Yet as was mentioned previously, just the opposite was found to be true in one project. These examples serve to caution any counselor against an uncritical acceptance of untested criteria for case selection. No doubt, the research being presently conducted will yield useful criteria in the future. In the meantime the best procedure is to consider each individual referral on its merits, making the best judgement possible with the information at hand.

The most unfortunate thing a counselor could do in working with this group is to fail to recognize the nature of the population with which he is dealing. An attitude of Pollyanna-like naivete would lead to certain frustration for the counselor and probable failure for the offender client. The counselor should recognize that many of the offenders will attempt to "con" the counselor and the agency out of everything they can. He should also recognize that with knowledge and discipline he can bring about the rehabilitation of the offender. To do so, however, he must approach the task with his mind and his eyes open.

Three members of the Prime Study Committee, Dr. Sheldon B. Peizer, Mr. James West, and Mr. W. A. Crump prepared papers related to counseling the public offender. Since these papers were considered timely, useful and interesting, they are included below:

THE ROLE OF COUNSELING IN DYSHABILITATION

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The concept of "rehabilitation" assumes that "habilitation" has occurred, and for one reason or another has been interrupted. The central emphasis within rehabilitation is restoration of function. For one reason or another this concept has become so attractive it has been applied in a number of settings to which it may acutally be inappropriate.

Thus, while one may speak quite naturally of vocational rehabilitation, a question exists as to whether the same concept applies equally well to delinquency and criminality. One is primarily a matter of the attainment of skills, while the other is primarily a matter of personality structure. Nevertheless, "rehabilitation" is widely accepted as a criminological device and is most frequently recommended when treatment or psychotherapy would be more to the point. Therefore, one of the first problems in assessing correctional rehabilitative efforts is to make the distinction between what is rehabilitative and what is psychotherapeutic, and when to use which. Synonymous use of these terms is clearly a mistake, but the practice is firmly rooted, either because one is not conceptualizing the problem adequately or because the differences between them are not recognized.

Because the concept of rehabilitation is less ambiguous and more directly applicable to concrete implementation, the vast majority of correctional programs whether pre-institutional, intra-institutional, or post-institutional, are predicated upon educational and/or vocational models. In fact, "rehabilitation" has become one of the many sacred cows grazing in the correctional field. One after another "rehabilitation" program had seemed to provide the grassy solution to the resocialization of public offenders. One after another of these "rehabilitation" schemes has failed. Education seems to produce better educated criminals, vocational training more employable criminals, and religious training more pious criminals, but none of these appears to reduce criminality. Apparently very little relationship exists between criminosis and level of function per se. Certainly any relationship between the two appears to be complex rather then linear.

Despite growing awareness of these facts rehabilitation programs continue to burgeon. Indeed, so popular has the idea of rehabilitation become that many programs, clearly not rehabilitative in nature are, nevertheless considered so. Thus, for example, the number of pounds of laundry processed, the condition of lawns, the number of pairs of socks issued to each inmate have become measures of the effectiveness of institutional "rehabilitation."

As adjuncts to the usual correctional program within each state, a plethora of related agency services has developed, some directly related through public funding and others privately endowed, all offering "rehabilitative assistance" to the probationer, the inmate, or releasee. The services of such organizations as Prisoner's Aid Society, Salvation Army, associations for special disabilities, specially devised work-release programs, half-way houses, etc. are included. Because of the ubiquitousness or, perhaps, the conceptual "simplicity" of the rehabilitative model, all seem preoccupied with offering educational, vocational, and religious counseling and guidance. Those professionals in the area of rehabilitation counseling regardless of their field of application, should carefully define the meaning and utility of the concept and should avoid at all costs the continuing perversion of rehabilitation which now threatens to reach the point at which it will become indistinguishable from any other corrective experience. Either rehabilitation constitutes a specific area of effort, or it does not. If it does not, we are whipping a dead horse.

Even within the walls of institutions, or within the framework of state and federal departments of correction, the distinction between rehabilitation and humane treatment or between rehabilitation and psychotherapy are not understood or considered. Treatment programs consist almost entirely of a rehabilitation-oriented emphasis on schools, shops, and chapels imparting skills. These programs extend, in some cases, to counseling in the areas designed to provide new attitudes of scholarliness, conscientiousness and piety. On the other hand, relatively few programs exist which fully accept the fact that the offenders with whom they work have offended precisely because they do not now, nor have they ever, accepted the attitudes and values which we are pressing upon them. Those programs which include any psychotherapy seem merely to tolerate it as a necessary evil rather than to utilize it as an integral part of the overall treatment effort. New attitudes are acceptable only when old ones can be abandoned. This fact gives rise to a second great difficulty facing us, namely - the delineation of a point at which offenders become malleable enough for rehabilitaion to realistically begin.

On the basis of this analysis one can perhaps understand the singular lack of success of all programs which are not predicated on a model which includes:

1. careful selection of candidates
2. effective control of consequences (rewards and punishments)
3. painstaking orientation and preparation
4. continuing evaluation and feedback
5. continuous psychotherapeutic interaction

If one assumes that the category of "public offender" does not include incidental, accidental, or irresponsible law breakers then one must also assume that offensive behavior is a reflection of developmental and/or personality maladjustment. Almost without exception, successful programs such as the Highfields Experiment, the Provo Study, the PICO and TICO studies, the Lorton ITU Study, Synanon, and Daytop include all of the requirements listed above. In every case, a group of carefully screened pre-selected offenders (whether in or out of custody) were screened and a closed system of carefully supervised rewards and punishment in which sanctions were painstakingly explained and specific consequences attached to behavior, both acceptable and unacceptable. In every case, supervisors retained absolute power to impose sanctions, and provided feedback communication on a regular and frequent basis. (Even in the more successful sheltered workshop programs these principles are used.)

The sine qua non for such a program is the absolute and qualified committment of the establishment in which the program takes place. A third great problem facing the "rehabilitative" effort consists of the usual apathy and occasional cynicism of the settings in which we work. The area of corrections is noted for these characteristics and great care must be taken to preserve the integrity of the total program in correctional settings.

Any critique or summarization of rehabilitative efforts involving offender populations is clearly a function of the three major problems cited above--namely, (1) vagueness of conceptualization, (2) recognition of the relationship between rehabilitation and other processes, and (3) the nature and level of environmental manipulation. In most correctional settings counseling processes are employed with no clear idea of the relationship of counseling to other areas of the program. Most such programs are plagued by overlapping staff functions and very poorly differentiated lines of administration and supervision. Indeed everyone is a potential counselor, with or without academic background and training. Anyone capable of gossiping over a backyard fence is assumed to be capable of providing guidance, counseling, or even psychotherapy. A number of so called in-service training programs have been devised consisting largely of the halt leading the blind.

Financial, geographic, and availability problems as well as working conditions, incentive, and status considerations make it extremely difficult to recruit and to retain competent practitioners. Lack of adequate professional leadership and internecine strife within the various professions complicates matters further.

Last, but far from least, the rehabilitative-therapeutic attempt is further complicated by an attitude on the part of correctional administrators and staff personnel which ranges from one of grudging toleration to outright hostility. Almost nowhere is there clear acceptance and voluntary cooperation between treatment and custodial or supervisory authorities. Those in official control over public offenders have not yet been able to decide whether their function is primarily custodial or remedial. Until and unless this conflict is resolved in favor of a remedial commitment all treatment efforts including rehabilitation are most certainly doomed to failure.

More typical of the usual program is the institutional situation in which vocational training, education, counseling, social service, and psychotherapy though subsumed generally under the aegis of treatment, are administered separately and independently. Actually, the people providing these services function as competitors for the inmates' time and interest and perceive one another as unnecessary interferences. Despite their enforced proximity these programs are very rarely provided within a cooperative structure. Many programs, even those described as milieux, actually consist of quibbling, quarreling separatistic aggregates. As this situation exists even under institutional auspices, how much more diffuse are the extra-mural programs?

Among the more successful treatment programs are Highfields and Provo (Pre-delinquency and probationers) recent studies still in progress at the National Training School (institutionalized juveniles); the Fox Lake and Lorton Programs (young institutionalized adults);

PICO and TICO studies in California (institutionalized juveniles and adults); the California Drug Studies and the Washington D. C. Federal Parole Program (adult parolees); the Synanon Program in California and the Daytop Lodge program in New York (adults, both pre-and post-institutionalized addicts). All of these programs share in common adherence to the five principals cited above. All involve an integrated program of services including therapeutic, rehabilitative, and training experiences in a controlled environment. In the case of Synanon or Daytop and, to some extent Highfields and Provo, the offenders were self-selected. In the institutional and probationary program they were court selected and in the case of parolees they were selected by respective parole boards. In each case, offenders were screened by program directors. Perhaps the fact is most important that in each case the basic remedial commitment of the setting in which treatment takes place was clearly established in advance.

In summary: learning from the mistakes of the past, three theoretical concepts are basic to the rehabilitation process:

1. The rehabilitation situation as distinct from other treatment modes must be conceptualized.

2. The relationship of rehabilitation to other treatment modes must be stated and established.

3. An adequate and realistic level of environmental control must be built in and maintained.

In addition five technical recommendations must be considered:

1. selection of candidates for rehabilitation
2. development and control of effective consequences and attachment of these consequences to specific behavior
3. orientation and preparation of conditions for the rehabilitation process
4. continuous evaluation and feedback
5. continuous psychotherapeutic interaction

REHABILITATIVE COUNSELING IN CORRECTIONAL SETTINGS

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Rehabilitation counseling in a correctional institution does not differ drastically from counseling in any other setting. Traditionally, a counseling situation presupposes a face to face communication by two or more individuals with some goal in mind. The goal of the professional counselor is somewhat different from the goal of the person with whom he is counseling. An element found in any helping profession involves the offer of "expert" experience and training in the service of an individual who is in need of assistance in making positive choices which may lead to a more compatible self-image. The client should experience this relationship in an atmosphere in which he is accepted for the person he is and supported in his search for new goals.

Whether the counselor wishes to utilize direct or indirect techniques in counseling is a matter of choice. As in any other counseling situation, a certain amount of necessary and relevant information is required in order to meet correctional regulations for good bookkeeping. In most cases, the majority of such information can be obtained indirectly during the initial counseling session. Once the information has been obtained, the relationship between counselor and client may develop into a cooperative effort to seek realistic solutions.

Undoubtedly, one of the main differences between traditional vocational rehabilitation counseling in the usual setting and that in a correctional setting, is the degree of insight a client has into his own limitations. In non-correctional settings, a majority of clients come to the intitial session well aware of their handicaps, physical or emotional. The amputee, the arthritic, the heart patient, etc., have become well aware of their physical handicaps and are usually able to speak about them in a semi-sophisticated manner. This situation is most often not true for the individual in a correctional insiitution. His first contact with a Vocational rehabilitation counselor betrays needs which are somewhat ambiguous and often neither reasonable nor realistic. The inmate may be motivated to seek rehabilitation services for selfish and temporary reasons alone, such as gaining an early parole, personal favors, legal counseling, or other non-vocational objectives. On the other hand, he may be realistically concerned about his future and be seeking help in attempting to rehabilitate himself in order to reduce the chances of his return to prison. The salient point is that inmates are, for the most part, unaware or unwilling to admit that they have an accumulation of emotional problems which may have led to their incarceration.

The counselor in a correctional setting must make an initial effort to confront the client with the realistic consequences not only of his past, but of his present behavior. Yet, the client should perceive the counselor as something more than just another "square John". If the counselor is identified as an authority figure, effective counseling becomes almost impossible. The client must be made aware that he is accepted as he is and that the counseling confrontation, however painful, is necessary for any growth process. This confrontation must be objective, non-moralistic and without punitive motivation on the part of the counselor, as a means of helping the client understand himself.

The character makeup of the psychopath or the individual with a character disorder is usually based upon a quasi-neurotic foundation of defenses in which these individuals must completely fill their conscious lives with rationalizations involving denial of guilt or inadequacy in their own personal lives. Basically, they feel the need to be accepted by others. At an unconscious level, however, they are frightened by warm and close relationships with people. In counseling with these individuals, the relationship must be one in which the client perceives the counselor as a person who is willing to accept him in spite of his deviant, anti-social behavior. If such a relationship is developed, the counselor can more easily confront the client with the reality of his problems in an atmosphere of acceptance and can join with him in an experience of developing new and realistic goals.

The choice of a vocational goal or objective should always be made by the client. The professional responsibility of the counselor is to utilize his academic background and experience to point out to the client any unrealistic or irrational goals which might result in another failure. This responsibility is especially needed in a correctional setting where the average inmate has already experienced far too many failures. Vocational goals should be the result of a broad over-view of the individual's life style, taking into account both successes and failures. Most often the task encompasses both vocational and personal counseling.

One of the most important aspects of counseling, (as distinct from psychotherapy, for example) is a "reality oriented" philosophy. Often time is not available for a more analytic counseling approach, and often it is not needed. While the client's past history is of importance, the reality of his present problems should be uppermost in planning for the future. The basic role of the counselor is to focus on present problems and future goals. In the counseling relationship it is not so important for the client to be able to understand in detail the emotional impact of a broken home as it is for him to understand that in spite of a broken home, he must remain a responsible individual in society. In many cases, the very fact that he is incarcerated presents enough evidence that the correctional client has not been responsible in the past. The correctional counselor should explore with the client techniques, changes in perception, or other positive means to lead the client toward becoming a more responsible individual both personally and in the society to which he will return. However, the counselor must never assume responsibility for forcing these choices upon the client, for in so doing, he may only reinforce undesirable behavior on the part of the client. The freedom to make choices, good or bad, must remain the prerogative of the client, for without his personal involvement and committment, little can be accomplished.

Having covered some of the peculiarities of the correctional setting and of the correctional client, what are some of the qualities of the counseling situation itself? Most authorities are agreed that counseling differs from guidance on the one hand and psychotherapy on the other. Counseling is less problem-oriented and less authority-bound than guidance while being somewhat more personal in orientation. The counseling relationship is usually of longer duration than guidance; a deeper, more meaningful interpersonal relationship than psychotherapy is attempted. Counseling tends to be less analytical, less historical in its perspective and more "adjustment" oriented. Without attempting to delineate where one process begins and another leaves off, one may safely say that any guidance person, counselor, or psychotherapist must be aware of the parameters of his techniques and the limitations inherent in his approach whether by dint of his training or of his treatment goals. One does counseling with patients who need counseling and psychotherapy with patients who need psychotherapy. This distinction requires diagnostic and prognostic skills. Many practitioners capable of doing both often elect to do one or the other based upon the requirements of the patient or of the situation.

Ordinarily with the correctional situation a team setting is provided which the counselor represents one professional speciality. Where this is true the counselor must use caution lest he disturb his client's relationship with other members of the team and create role confusions. Where the team does not exist the counselor must be cautious lest he exceed his limitations or neglect his primary role. Counseling is often the treatment of choice and psychotherapy is often an undesirable alternative.

In general, a majority of correctional clients are not prepared to receive counseling because they reject the frame of reference of the counselor. This is one of the characteristics of the public offender. Without it he would probably not have offended. Therefore, a period of psychotherapeutic intervention should logically precede a vocational counseling approach and once counseling is undertaken the counselor and the psychotherapist should cooperate in dealing with the client jointly for some period of time. If this cooperation is to be developed the roles of the therapist and the counselor must be clearly delineated and each must accept and work within the limitations of orientation, technique, and goals of his speciality.

With specific reference to the vocational rehabilitation counselor this cooperative approach with therapists means that his work with clients should focus primarily on the area of vocational preparation, evaluation, training, and placement. As suggested above, the counselor should attempt to remain reality-oriented rather than to deal with the analysis of fantasy.

Certainly the counselor should attempt to stimulate insight, but his applications should be present-and future-oriented rather than historical. The basic relationship between counselor and client should remain supportive, permitting ventilation and catharsis, rather than interpretive, utilizing free association or anamesis. Counseling is a function of rapport rather than an analysis of transference.

This is not to say that the counselor is limited or restricted in his role. On the contrary, the demands of social reality are so great that a sufficiency of professionally trained professionals is essential. Hence, every counselor should be enabled and encouraged to continually and progressively develop all of his professional skills, preferably in a university-related environment, since all of the personnel involved are college-trained people. In-service training in the absence of formal academic opportunities is inadequate for the development of truly professionalized practitioners. Thus, when in-service training, formal education, and adequate supervision are combined, the only appropriate environment for growth is created.

An example of a potentially effective educational and training program would include joint in-service training for classification officers, institutional social workers, and counselors combining available academic opportunities with an institutionally-coordinated program providing for common communication as well as joint practicum and intership possibilities. Such a program would also assist in the integration of new professionals into the institutional program. Another exemplary procedure might included the concept of a horizontal communication structure within the institutional organization itself. This pattern would provide not only for the vertical communication necessary for decision making and information but also would provide for participation of dormitory officers, work assignment officers and other custodial persons as well as line counselors and other professional personnel. This pattern would accomplish both a necessary communication function, horizontal as well as vertical, and a training function for non-professional personnel.

COUNSELING FOR REHABILITATION OF THE PUBLIC OFFENDER

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Counseling is a major first step in the long-term process of working toward the rehabilitation of public offenders. The inmate-client presents several unique challenges to the rehabilitation counselor. Being a public offender in prison, the inmate is likely to show an unexpected degree of initial suspicion, low motivation, agression, resentment of authority, and pre-occupation with secrecy. Public offenders seldom ask for counseling. Often the prison code seems diametrically opposed to the concepts of rehabilitation. For example, this code enforces the myth that asking for help is a sign of weakness. The counselor must have the skill and ability to convince the public offender that acceptable ways exist to satisfy his basic needs and wants.

Comprehensive evaluation is a necessary technique in working with public offenders. This evaluation includes intensive interviewing by the counselor, scholastic aptitude testing, psychological and psychiatric evaluation, medical examination and prevocational evaluation. A primary purpose of the comprehensive evaluation is the detecting of clients who are amenable to counseling. Through experience the fact is being proven that people who are unable to establish effective interpersonal relationships tend to be resistant to other vocational rehabilitation services as well. Thus intensive counseling is seen as a major rehabilitation service.

In the therapeutic milieu of a comprehensive rehabilitation program, informal counseling occurs almost constantly in such settings as the initial interview, work evaluation, training stations, encounters with correctional staff and other personnel, dormitory meetings, and the informal bull sessions that occur in any prison. The counselor who works with public offenders must have both general and special skills in counseling.

GENERAL SKILLS

The general skills the counselor must have include the ability to understand the individual's needs and the ability to relate to each individual according to his background. The counselor must be able to associate behavior disorders with social conditions, deprivation, poverty, broken homes, rejection, loneliness, and other conditions which contribute to such behavior. The counselor must be able to accept the individual for his potential without condemning him for what he has done, and must contribute to the individual's motivation by helping him achieve a feeling of self-worth and confidence.

SPECIAL SKILLS

The counselor must be able to understand that the offender is usually a person who is not psychologically mature. He must be able to help the client understand his emotions and to cope with the problems confronting him in society and to adequately express these emotions in a more acceptable manner. The counselor must be able to form a close relationship with the public offender and be able to show his sincerity in a manner that is neither condemning nor threatening. The counselor must have the ability to verablize with the client at the client's level, even at times to a point of using some prison slang in communication with the individual. The counselor must be able to provide corrective emotional experiences which result in more self-awareness, independence and maturity. For example, the offenders may never have experienced the close, warm, understanding, nurturing relationship with an adult male authority figure. The counselor working with the public offender must have the ability to recognize manipulation, to accept group leadership, to conduct individual counseling sessions, and to work as a member of the staff team in the total evaluation and counseling with the inmate client. Basically, formal counseling is of two types - individual and group.

INDIVIDUAL COUNSELING

A definite pattern exists in the process of individual counseling. The initial contacts with the client consist of about five or six interviews in which the goal is information gathering. During these two to four months the client is engaged in comprehensive evaluation, and the interviews are interspaced with testing and consultation. This first phase ends with the reporting of interviews in which the findings of the comprehensive evaluation are shared with the client in several interviews. At this point, the dynamics of counseling are more prevalent in the interviews. When the offender realizes the counselor may have something to offer, the long process of change and growth through counseling is ready to begin. The client's reaction to the reporting becomes a major determinant of his motivation for depth counseling. The counselor then selects the type of individual counseling relationship for the client while he remains institutionalized. A majority of clients will not be feasible for in-depth counseling, and will, therefore, receive vocational counseling and plans will be adopted for follow-up services after their release from the institution. For example, the mentally retarded client may have only monthly counseling interviews with his counselor. The goals for such interviews are vocational counseling for personal, social, and work adjustment, and job placement.

A few clients (approximately 20%) qualify by nature of their motivation, need, and ability to use on-going intensive counseling. The acceptance of these clients into such an intensive relationship requires that the clients take a significant amount of initiative in requesting such service. Clients who are accepted for intensive counseling are usually seen at weekly intervals by their counselors. These individual counseling interviews are designed to identify personality problems, to facilitate effective interpersonal communication, and to support feelings that would lead the client to an improved adjustment as a free man. These individual counseling sessions usually continue throughout the client's stay in the prison. In the last month of incarceration the counselor will deliberately move the counseling again toward information sharing and emphasize vocational counseling and social adjustment. The counselor is now free to counsel vocationally and advise clients on job placement. A primary goal of the entire counseling experience is to stimulate an awareness and acceptance of need and promote a readiness for referral upon discharge to the vocational rehabilitation counselor in the client's home community.

GROUP PROCESS

Group process is a dynamic concept and refers to individual persons interacting with each other in an established group setting. The climate or atmosphere of interaction is one of openness, honesty, concern, and confrontation. The group leader inevitably sets the tone, level, and intensity of individual involvement and group movement. The group process is a force directed toward learning, maturation, and social involvement.

The knowledge, training, personal experience, and personal maturity of the group leader is the major significant factor in determining the adequacy of the group to effectively relate in depth concerning the emotional, intellectual and behavioral disturbances present in individual members of the group.

GROUP COUNSELING

Many forms of informal group counseling are available to a client in a cooperative rehabilitation program within a correctional institution. These informal counseling experiences occur when members of the population form themselves together to discuss mutual problems. The types of informal groups have already been indicated in reference to the therapeutic mileu.

Formal group counseling may be identified by three types. The first group experience of the inmate is in his counselor's group. This group attempts to deal with the personal and social adjustment personality problems, and peer group and authority relationship. The counselor, as leader of the group, is under supervision of a consulting psychiatrist or psychologist. The counselor, as group leader, must have and use special skills, methods, and techniques which he has acquired.

The second type is group psychotherapy with the psychiatrist as the group leader. This group deals with the psychiatric problems of the inmate and attempts to make the client more amenable to group experience with his counselor.

The third type of group is vocationally oriented. The attempt behind this group approach is to afford the client an opportunity to improve his work adjustment by the group method.

Personnel in cooperative rehabilitation programs are given group experience through many techniques as a routine for their in-service training. Before a counselor is given the leadership of a group, he will have had group training both in a didactic teaching group and in the group centered experience. Primary training of the personnel is by the consultants, who act as group leaders, and the staff group. Other methods of training are in group orientation with university supervision under the auspices of vocational rehabilitation.

SUMMARY

Counseling as a major service in the rehabilitation of public offenders is only the first step in a long process. The rehabilitation counselor must be able to work with evaluators, work coordinators, correctional officers, psychologists, psychiatrists, and social workers. He must realize the value that each discipline can contribute to the complete and total rehabilitation of the public offender. He must recognize that counseling is done by all staff personnel. The evaluator counsels with the inmate-client as to his abilities and lack of abilities toward specific vocations as well as his attitude toward work, peer group members, and authority. This is done both in formal and informal counseling sessions as specific tasks are assigned. The work adjustment evaluator forms a counseling relationship with the client in an effort to bring about changes in forming better work habits, confidence, completion of work assigned him, relationship with others and in furnishing the client with necessary information and tools to do his work. In the activities of daily living, the evaluator forms a counseling relationship in his approach toward the personal appearance and hygiene improvement of the client. This relationship is maintained while the coordinator helps the client become more aware of his need for good personal hygiene and grooming habits, good manners, and social functions.

During the client's stay at the institution, he will have experienced both formal and informal counseling and will learn the value of forming close personal relationships through this process, which must be considered a major factor in the first step toward the client's total rehabilitation.

CHAPTER V

RESTORATION SERVICES

I. Introduction

Restoration services for public offenders must be focused on mental, emotional, and behavorial disorders as well as physical disabilities. In community-based programs, the highly specialized skills of private practitioners can be secured on a case cost basis for needed services. The provision of restoration services in a correctional institution, however, is dependent upon the availability of qualified staff as well as adequate facilities. The attitude of the institutional administrator constitutes a third critical factor in developing a therapeutic milieu through which individuals with multiple handicaps can be rehabilitated.

In the prison or correctional setting a physical impairment accentuates the emotional overlay. The consideration of one to the exclusion of the other is difficult. Psychiatric disability with varied degrees of emotional overlay is prevalent among public and particularily chronic offenders. Most authorities agree that the correction of physical impairments as soon as possible is desirable since correction tends to improve the self-concept and thereby improves the offender's prognosis for rehabilitation. However, other factors should be considered and each case evaluated and staffed individually in an effort to provide the most appropriate restoration service at the appropriate time.

For example, a physical disability can be a barrier to rehabilitation and can contribute to intensify or accentuate the behavioral disorder. Also, mental and emotional disabilities can result in a somatic disorder that may incapacitate the individual. A vicious cycle can develop whereby physical and emotional factors continually interact.

II. Current Practices

Information gathered by the study group from State vocational rehabilitation agencies indicated that restoration services provided in cooperative programs by correctional institutions varied in degrees of quality and quantity. In some programs the rehabilitation agency assumed the responsibility for providing specialized restoration services within the institution and in the community. However, the concensus seems to be that rehabilitation agencies should not assume the total responsibility for providing restoration services. On the contrary, in the more progressive programs, leadership is provided through interagency cooperation for the development of restoration services.

Some specific examples of restoration services provided in correctional rehabilitation programs include specialized physical restoration such as orthopedic and plastic surgery, artificial appliances, psychotherapy, adjustment training, individual and group counseling.

III. Staff and Services

Restoration services in a correctional setting are dependent upon the availability of qualified staff including practitioners in psychology, medicine, psychiatry, social work, chaplaincy, education, and recreation, as well as trained correctional officers and vocational rehabilitation counselors. A minority of the existing cooperative rehabilitation programs have a full complement of staff in these critical disciplines. Most rehabilitation agencies use the services of selected professionals such as consultants on a per diem or a fee-per-case basis. In some programs both approaches are utilized in providing restoration services. Three of the disciplines most frequently brought into the program through consultation are psychology, medicine, and psychiatry.

a. Consultation

Ordinarily, the term consultation in vocational rehabilitation is used in reference to a regularly scheduled, face-to-face visitation between the agency consultant and the rehabilitation staff members regarding the clinical aspects of cases and the relationship of these aspects or problems to the rehabilitation process. In programs for public offenders, consultations take on other dimensions.

Ideally, cooperative rehabilitation programs of moderate size for public offenders include part-time consultations at three levels - agency, program and client services.

Agency consultants in psychiatry, medicine, and psychology are available for consultation whenever policy decisions are to be made regarding the provision of services from their respective disciplines in all programs operated by the agency. They participate in agency reviews of services to public offenders and relate restoration services for these clients to the restoration services provided by other programs in the rehabilitation agency and in other agencies.

Program consultants in psychiatry, psychology, and medicine participate in joint planing between vocational rehabilitation and corrections and share responsibilities with program administrators for developing and maintaining adequate restoration services in cooperative rehabilitation programs for public offenders. They participate in planning and providing in-service training for staff in both vocational rehabilitation and corrections. These consultants are available for consultation in relating clinical services to other aspects of the cooperative program and planning with other clinicians' group-counseling programs. They teach interviewing tehcniques, interview prospective staff members, evaluate selected clients, participate in staffing, conduct staff group, and provide group therapy for demonstration purposes.

b. Clinical Services

Direct services provided by psychiatrists, physicians, and psychologists include individual evaluation of clients and reports which communicate to counselors, correctional officers, evaluators and consultants from other disciplines the pertinent medical, psychological and psychiatric dimensions of the client. The content of these reports include such items as the client's intellectual functioning, psychological dynamics, assets and liabilities for vocational counseling and training, hypothesis about past functioning, diagnostic impressions and prognosis. Staff members participate in psychiatric interviews as observers. In addition to evaluations and reports, psychiatrist and psychologist conduct individual and group psychotherapy.

c. Medical Services

Correctional institutions assume the primary responsibility for medical treatment and surgery. In some instances, however, institutions are not equipped or staffed to provide the full range of surgical procedures. In these instances, correctional and rehabilitation staff members make arrangements for securing these physical restoration services through physicians and hospitals in the community. Plastic surgery, open heart surgery, and reattachment of retina are some examples of surgical procedures procured in this manner.

d. Social Services

The effectiveness of a restoration program within an institution is strengthened by an orderly, systematic code of professional social service procedures which is integrated into the total clinical constellation. The sensible, ethical, disciplined, and conscious use of self in a relationship with the inmate and his family is required of the social worker when providing direct services. As part of the basic function, the social worker acts as a liaison between the inmate's home community and the institution. The focus of this relationship is to facilitate interaction between the individual and social environment in order to develop a growing awareness and understanding of the reciprocal effects each has upon the other. The value of this service is only realized if the practitioner is effective in communicating understanding to the other members of the clinical constellation, to the inmate, to his family, and to the community agencies that provide support to the client under treatment while institutionalized and when released.

The social work method includes systematic observation and evaluation of the individual and/or group, and the formulation of appropriate social diagnosis and plans of action. By consistent use of evaluation the practitioner is continually appraising the nature of the relationship and thus defining the focus of his treatment activities.

The opportunity to establish and maintain a relationship with the parents and/or relatives of the public offender is essential in insuring his rehabilitation. In this regard, the social worker must recognize the concerns of the relatives in relation to the problems they have confronted which result from the behavior of their relative. Contact with the social worker permits relatives to express their feelings and reactions to what has taken place. The practitioner's use of social work skills and techniques helps to express his needs. Hopefully. the inmate will gain insight into his situation and ability to deal with stressful situations.

e. The Rehabilitation Team

Rehabilitation programs in institutional settings are not promarily psychiatric treatment programs. The primary reason for having clinical consultants in such programs is that the large majority of public offenders do have psychiatric illnesses. The medical model for treatment in the correctional setting is not altogether appropriate for mental and emotional restoration of public offenders. In this setting the rehabilitation counselor, correctional officer, evaluator, social worker, and chaplain are key members of the treatment team and whether or not their function is recognized officially, they become change agents in modifying behavior. In some programs each of these team members provides counseling under the supervision of psychiatrists and psychologists.

f. Group Treatment

Group treatment is a dynamic concept of the interaction among individuals within a structured group setting. The climate or atmosphere of interaction is one of openness, honesty, concern, and confrontation. The group leader inevitably sets the tone, level, and intensity of individual involvement and group movement. The group process, in itself, is a force directed toward learning, maturation, social involvement, and therapeutic movement of each member of the group.

The knowledge, training, personal experience and personal maturity of the group leader is the major significant factor in determining the adequacy of the group to effectively relate in depth concerning emotional, intellectual and behavorial disturbance present in individual members of the group.

Formal group counseling in a correctional setting may be identified by three types. The first group experience of the inmate takes place in his counselor's group. This group attempts to deal with the personality problems, personal and social adjustment and peer group and authority relationship. The counselor, as leader of the group, is under supervision of clinical psychologists. The counselor, as group leader, must have and use special skills, methods and techniques which he has acquired.

The second group is a psychotherapy group with the psychiatric consultant as the group leader. This group deals with the psychiatric problems of the inmate and attempts to make the client more amenable to group experience with his counselor.

The third group is vocationally oriented and tries to afford the client an opportunity to move toward work adjustment by the group method.

Before a counselor is given the leadership of a group, he will have had group training both in a didactic teaching group and in direct group experience. Primary training of the personnel is by consultants who act as group leaders of the staff group. Other methods of training are group orientation under the supervision of a university and under the supervision of a university and under the auspices of Vocational Rehabilitation.

IV. Facilities

An increasing number of State agencies are assigning rehabilitation personnel to correctional institutions to develop and coordinate cooperative programs which provide restoration services. A trend is apparent toward the development of rehabilitation facilities on the institutional grounds which includes space for evaluation, work sampling, individual and group counseling, structured living experiences, adjustment training, and specific vocational training. These facilities, and especially comprehensive rehabilitation centers, provide an impetus to the development of a therapeutic community atmostphere which promotes the restoration process.

Some modification of existing treatment models in the institutional setting is required for the restoration of public offenders. Staff members from both vocational rehabilitation and corrections become a part of the treatment team as they seek to develop a therapeutic milieu. Traditional roles are changed as a result of these joint efforts with clinicians. Specialized facilities are essential in most cooperative programs to insure depth, scope, and sequence of indicated services.

V. Suggestions and Considerations

The following suggestions are offered for consideration in the provision of restoration services to public offenders:

1. Work toward a comprehensive staffing which can relate to behavorial disorders.
2. Involve highly trained clinical consultants from private practice to supplement staff services.
3. Develop a therapeutic milieu.
4. Develop comprehensive rehabilitation plans to the extent possible.
5. Treat symptoms until the clients' circumstances are stabilized to a point where a comprehensive restoration program can be initiated.
6. Utilize the rehabilitation team approach to determine sequence of restoration services.
7. Provide services at the point of need.
8. Coordinate restoration services through the vocational rehabilitation counselor.
9. Document restoration services provided.
10. Assist in the construction of expansion of facilities to augment the restoration program.
11. Encourage correctional departments to assume as much responsibility as possible for restoration services.

VI. Summary

The attempt has been made in this chapter to outline some of the restoration services which vocational rehabilitation can render the public offender. Emphasis has been placed on staff and consultative services designed to change behavorial patterns. Group process has been reviewed as a restoration service and the value of specialized facilities has been recognized. Hopefully the suggestions which have been made for providing restoration services will be helpful to counselors and administrators.

CHAPTER VI

TRAINING

Many problems exist in connection with training for the public offender. Some of the problems are characteristic of all handicapped persons and some are unique to the disabled public offender. The development of appropriate training opportunities is particularly important for correctional clients and deserves the special interest and attention of the counselor.

As with other rehabilitation clients, both adjustment and vocational training may be necessary to facilitate the individual's rehabilitation. The basic fact of incarceration is indicative of both an attitude toward society which might be modified by adjustment training and an isolation from the world of work which can be bridged by meaningful vocational training.

The term, adjustment training, is utilized here to describe pre-vocational, personal, social and work adjustment training. Adjustment training is based on the concept that human behavior is in large measure shaped by learning. In general this training is related to the needs of individuals, including public offenders, who have never made a successful adjustment to socially productive living. Adjustment training is designed for those who, through lack of understanding, experience, positive social identity, opportunity, or a combination of these, have missed an important area of education which is normally acquired through acculturation and is not a specific responsibility of a formal educational program.

Provisions for adjustment training are included in Section 401.36 of RSA Regulations as published in the Federal Register, Vol. 31, No. 9, dated January 14, 1966, "...training includes vocational, pre-vocational, personal adjustment training, and other rehabilitation training which contributes to the individual's vocational adjustment." It covers training provided directly by the State agency or procured from other public or private facilities.

Pre-vocational training includes any form of academic or basic training given for the acquisition of background knowledge or skill prerequisite or preparatory to vocational training, or to employment where the primary occupational knowledge and skills are learned on the job. It includes training which is related to the vocational course or to the employment by complementing or facilitating the acquisition of the knowledge and skills required by the occupation. In vocational rehabilitation, pre-vocational training may also include training given for the purpose of removing an educational deficiency which interferes with the fullest utilization of the occupational knowledge or skills already possessed by a disabled individual.

Personal adjustment training includes any training provided anyone for a combination of the following reasons:

1. To assist the individual to acquire personal habits, attitudes and skills that will enable him to function effectively in spite of his disability.

2. To develop or increase work tolerance prior to engaging in pre-vocational training, or in employment.

3. To develop work habits and to orient the individual to the work world.

4. To provide skills or techniques for the specific purpose of enabling the individual to compensate for the loss of a member of the body or the loss of a sensory function.

Staff members in cooperative correctional rehabilitation programs tend to refine adjustment training as follows:

Personal adjustment training is related to habits, mannerisms, attitudes toward self and others including authority figures, and appropriate behavioral-reaction patterns. Social adjustment training includes experiences designed to improve personal hygiene, grooming, dress, etiquette, relationships with peer groups of the same and opposite sex, dating, and use of leisure time. Work adjustment training includes experiences designed to develop basic worker traits, skills, and attitudes including such areas as punctuality, task performance and completion, employment interviewing, appropriate employer-employee relationships, relationships with other employees, and acceptance of supervision.

These factors need not be approached at the level of psychiatry (deeply internalized behavior) but can be directly related to subcultural mores, peer group relations, and other environmental conditioning that can be relearned. Initial motivation of clients to participate actively in adjustment training is achieved through individual and group counseling and stems from the inate desires for recognition, response and new experiences.

As a result of working with public offenders in an institutional setting the need has been demonstrated for providing appropriate specialized experiences to the individual which will better insure his post-release vocational adjustment. Upon the completion of a formal or extended evaluation of the public offender, the current practice in some programs is to provide for the development of an adjustment training plan. The plan may include personal, social and/or work adjustment training, in response to the needs of the individual as established through evaluation and staffings.

Existing opportunities are utilized for adjustment training. These include academic remedial education instruction, dormitory living, dining facilities, extracurricular activities, individual and group counseling sessions and assignments to work details.

The major factor which distinguishes adjustment training from routine assignments to these opportunities is that an adjustment training plan contains a sequence of structured experiences developed with the individual to help him face and solve identified personal, social, and work adjustment problems.

An example of this principle is the assignment of a client to a job in the kitchen to help him develop the ability to get along with others in a job where team effort is necessary. Prior to recommending this assignment to the classification committee the rehabilitation counselor and the client review the rationale for the assignment, discuss the requirements of the job, and the benefits to be gained from this experience. The client understands that the institutional employee who supervises this job will make periodic reports to the counselor on the client's performance, attitudes, and problems. These reports and impressions gained from counselor observation and contacts with the job supervisor serve as a basis for counseling and future training station assignments (a copy of an adjustment training guide appears in Appendix I). As the client moves through the various adjustment training opportunities the rehabilitation team assesses his progress and readiness for subsequent experiences.

In some cooperative programs rehabilitation facilities have been developed to include space for evaluation, work sampling (TOWER System), group counseling, structured living experiences, and specific vocational training on the grounds of the institution. These facilities permit a more rapid development of a therapeutic milieu and thereby provide more intensive and coordinated adjustment training.

For example, work sample evaluation provides a structure not only for the evaluation of specific vocational skills in various trades but also for communication between the offender and an adjusted citizen who serves as his evaluator. This continuing communication over a period of several weeks has the potential for transmitting socially accepted attitudes and values as well as standards of task performance and expectations inherent in work evaluation.

Experience has demonstrated that a small percentage of public offenders enter vocations in society for which they have been trained in prison. Specific vocational training in a cooperative rehabilitation program has an adjustment training component which helps in providing post-release job placement.

Vocational training includes any organized form of instruction whereby knowledge and skills that are essential for performing the tasks involved in an occupation are provided. Such knowledge and skills may be acquired through training in an institution, on the job, by correspondence, by tutors, or through a combination of these methods. Vocational training may be given for any occupation; professional, semi-skilled trades (Appendix J is a sample of a training program for auto service station attendants).

Most offenders, when entering correctional institutions, have had little training and possess limited occupational skills. Many have had unstable employment experiences, long periods of unemployment, and generally demonstrate poor attitudes toward work. Unless the rehabilitation counselor intervenes, they may leave prison with little or no improvement in either their work skills or their work attitudes.

The public offender who tries to enter or re-enter the labor force is handicapped by both his prison record and his lack of skills.

As offenders, they have been removed from society for an extended period of time. The removal itself may have been precipitated by deep-rooted anti-social attitudes and the effect of the removal may easily be a heightened social resentment. Correctional clients frequently come from disadvantaged and impoverished backgrounds and have experienced significant failure independent from their criminal record, thus their need for success in training becomes particularly acute.

Isolation from society and a disadvantaged background may combine to produce in the individual unrealistic expectations and demands about his capacity for training. Since correctional institutions frequently have limited training choices available and those available may not be operating at desired levels of performance, opportunities for reality testing may not be adequate to facilitate the development of realistic self evaluations. For institutional training to be transferable to the competitive labor market, its techniques and facilities must, therefore, be adequate and up-to-date.

Prison culture is highly resistant to change and its integrity depends on resistance to authority. The institutional environment influences the correctional client's readiness for a training program and his willingness to complete it effectively. Since the counselor must find ways to develop training plans within the cultural framework accepted by the client, the counselor should be familiar with the vernacular of both institutional inmates and correctional personnel.

Characteristics of Training Within a Correctional Institution

When rehabilitation agencies are extensively involved in the correctional setting, some types of training programs may be developed under their administration. Training, however, is often considered a responsibility of the correctional institution and the rehabilitation counselor must often coordinate his efforts with those of the institutional staff.

Whenever possible, formal written agreements should be developed to define roles, functions and responsibilities of the rehabilitation agency.

In some cooperative programs, rehabilitation facilities have been established in the institution for evaluation, work sampling, group counseling, structured living experiences, and specific vocational training. Work sample evaluation provides a structure not only for the evaluation of specific vocational skills in various trades but also for communication between the offender and the non-offender who serves as his evaluator. This continuing communication over a period of several weeks has the potential for transmitting socially accepted attitudes and values as well as standards of task performance and expectations inherent in work evaluation.

A rehabilitation residence on the institutional grounds offers numerous opportunities for the provision of adjustment training. When this type facility is staffed with an evaluator for the activities of daily living, long-range adjustment experiences can be planned, implemented, and evaluated more efficiently and effectively.

The use of correspondence-course material should be encouraged when adequate correctional education personnel are available to assist the client in his studies.

Institutional demands for security needs and precautions, to some extent, may interfere with the development of flexible training programs. Prisons are often more concerned with providing work activity for persons than training. Vocational training may be on-the-job training involving work in prison industries or prison maintenance, with instruction from a job foreman or it may be formal vocational courses similar to those given in vocational schools. In order to make the rehabilitation counselor better aware of institutional problems and resources, effort should be made to promote joint in-service training programs for vocational rehabilitation and correctional personnel.

Characteristics of Community Based Training

Surveys provide indications of public hostility towards employing offenders and accepting them as co-workers. Counselors, in making training placements, must learn to recognize and deal with community resistance.

Correctional clients often need immediate solutions to immediate problems. During the period of transition from institution to community, pressures and responsibilities may demand that long-term training possibilities be subordinated to the immediate problems of job, maintenance and transportation. The use of on-the-job training programs may be especially useful to meet the client's needs for immediate satisfaction. Counselors must also learn to work within the framework of existing parole and probation rules and regulations. The counselor must also be aware of any environmental pressures which tend to make the client's commitment to a training program more difficult.

A wide variety of training resources are available in most communities. Both client and counselor should keep informed of these resources and should be made aware of any new state or federal programs which might be developed specifically for former offenders. Community sheltered workshops and rehabilitation facilities are often overlooked as appropriate resources for both adjustment and vocational training.

Counselors will recognize that a correctional client will require many supporting services to enable him to make an orderly transition into a training situation. A counselor should therefore be prepared to both identify and provide these services. Finding a constructive use of leisure time may be a major problem for an ex-offender and the counselor must recognize its significance to the client's total rehabilitation.

Through work-release type programs a special situation for the vocational rehabilitation counselor is provided. These programs, which may be in effect in municipal, state and federal systems, should be explored, developed and utilized by counselors.

CHAPTER VII

JOB PLACEMENT AND FOLLOW-UP

The placement of a client who is known as a public offender involves considerably more than telling him where to interview for a job. Placing this particular type of client is a long-term process encompassing testing, training, counseling, public relations, and often "on-the-spot" personal assistance. The process begins when the inmate is accepted on the caseload of the institutional counselor and ends with the satisfactory employment of the client.

Realistic planning toward the ultimate goal of gainful employment is essential. More and better jobs are available for the skilled worker. Therefore, training (See Chapter VI) should be considered if the inmate-client does not have a vocation. Ideally, training should take place during incarceration since it is more economical. Also, in a controlled environment, the client will more likely complete the course of training.

Before becoming involved with the public offender in job placement, the counselor should become familiar with the physical plant of the institution and the day-to-day activities of inmates. The counselor should spend enough time at the institution to become familiar with the procedures, job assignments, screening, and training programs available.

Prior to the inmate's release, the counselor should meet with the client to lay the groundwork for a good working relationship, and to answer any questions which the client may have about his future. During the pre-release staffing, rapport can be established between the counselor and the inmate which will be beneficial in the counseling and placement process that is to follow. During this time the placement counselor might also visit the inmate's family to explain the role of rehabilitation. As a result of the home visit, the counselor may be convinced that the home environment is not conducive to rehabilitation. The counselor may wish to encourage the client to seek employment in another locale if the home environment appears detrimental to rehabilitation. In some instances, the counselor may investigate the possibility of utilizing a halfway house, if one is available within the community.

The first thirty days after release from the institution are very critical. The client is moved instantly from a structured environment in which decisions are made for him to an unstructured milieu where he must exert some constructive effort to survive. The longer the incarceration, the more difficult the transition to normal life.

Many penal institutions do not require an inmate to save a portion of the money he earns while incarcerated. As a result, many inmates are discharged or paroled with only a set of clothes and the small amount of cash which may be provided by law. Thus, the counselor must frequently authorize funds immediately for room, board, and clothing. When possible, maintenance should be meted out on a weekly rather than a monthly basis. Weekly maintenance checks require more time and trouble, but the counselor will lose fewer clients.

The counselor should be understanding, flexible and willing to assist clients at all hours, but he should not become possessive. Extensive support may be provided at the beginning of the placement process, but the counselor should be skillful enough to give more and more responsibilities to the client as the client becomes able to accept them. The counselor must also be able to work closely with other agencies such as the Department of Public Welfare, the State Employment Service, and the Parole Office.

In follow-up or job placement, the counselor shall not act as a parole advisor. Such a situation often leads to a conflict of roles. When a client is a parolee, the team approach should be utilized between the rehabilitation counselor and the local parole officer. The parole officer must be permitted to make all final decisions in case of disagreement. The close cooperation between the rehabilitation counselor and the parole officer should not involve contacting the client at the same time, unless the situation demands it, as the parole officer's role is authoritarian by law. (A more wholesome counselor-client relationship will develop if the client feels that shared confidences will not be immediately relayed to the parole officer.) The counselor must also watch for situations where the client attempts to play the counselor against the parole officer to obtain a desired end.

Placement includes good public relations. The counselor should devote as much time as possible to contacting civic clubs and other organizations to direct the attention of the community to vocational rehabilitation's program with offenders. He should try to locate employers who are willing to hire ex-inmates and seek out firms who offer on-the-job training opportunities. Where instruction in a specific skill is unavailable in an institution, an on-the-job placement in which the client earns while he learns is often preferable to attendance in a school program. An effort also should be made to convince those State and other governmental agencies who refuse to employ ex-felons to alter their policies. Having a full-time employment specialist to perform these duties might be considered.

One of the hardest tasks of the counselor is to motivate the client. Many former inmates have the attitude that everyone and everything is against them and that leading a socially acceptable and productive life is beyond reach. Positive realistic thinking should be encouraged by the counselor.

Many clients are too frightened to try to find a job and others simply do not know where to begin or how to conduct themselves in an employment interview. Thus, the counselor may have to accompany the client to the prospective place of employment and possible the job interview.

The counselor should discuss with the client the alternatives of admitting or not admitting his past record before scheduling a job interview. This should be the client's decision. Usually the client chooses to admit his background. Often the employer will be aware of the client's record because of previous contacts with the counselor. Employers are sometimes more willing to hire ex-felons when they realize that the State is interested and will provide assistance if problems arise.

Some problems may be mitigated by rules requiring a parolee to have employment prior to release. Quite frequently the job promised is only a token one offered by relatives or friends to obtain the release of the inmate. The former inmate would not be content to pursue this job for a lengthy period of time. In such cases, the counselor and parole officer must try to work out a satisfactory change.

Occasionally when the client is overly dependent or unfamiliar with the community, the counselor will be called upon to assist in finding suitable lodging that is within the client's limited budget and near his place of employment.

The use of specialized placement and follow-up counselors who deal solely with public offenders is preferable. These specialized counselors are needed at least until all regular field counselors have undergone extensive training in working with this client population.

The possibility of using counselor aides should be explored in the follow-up phase of the total rehabilitation process. The public offender client often needs a longer period of follow-up after job placement. Counselor aides could possibly perform much of the time-consuming follow-up that is necessary with this client population, thus freeing the counselor for his more professional reponsibilities.

CHAPTER VIII

DEVELOPMENT AND UTILIZATION OF INTER-AGENCY RELATIONSHIPS AND COMMUNITY SERVICES

Traditionally Vocational Rehabilitation has been a cooperating agency, and has relied heavily upon the cooperation of many other public and private agencies and community resources in the rehabilitation of handicapped individuals. As vocational rehabilitation becomes involved in programs to expand and extend rehabilitation services to various groups of the disabled, inter-agency relationships become even more important.

Because of the complexity of the problem and the legal aspects involved, rehabilitation of the public offender is extremely dependent upon the development of effective inter-agency relationships, whether the rehabilitative services are to be provided to public offenders in an institution or in the community.

The IRS prime Study Group on the Rehabilitation of the Public Offender made a survey of all the States to determine the stage of development of programs for the rehabilitation of public offenders. The indication from many of the States was that their programs in this field are just beginning, but the State leaders were very generous in sharing their plans. Many approaches exist as to the type of agency, kind of agreement, setting for the operations, as well as the type of funding and scope of services provided. Without exception, the State leaders realize that the public offender cannot be rehabilitated effectively, if at all, by vocational rehabilitation alone. This process requires cooperative efforts.

In approximately three-fifths of the States cooperative agreements have been developed for the establishment and operation of vocational rehabilitation units or programs for the rehabilitation of public offenders. Some of these units are located in correctional institutions and are rather comprehensive in nature and scope with a full range of services being provided such as screening and evaluation, training and adjustment services, placement, and follow-up after release. In some states the problem is being approached by assigning full-time field counselors to all correctional institutions. Other States have institutional programs that emphasize screening, evaluation, counseling and referral to community-based counselors, while still others emphasize only adjustment and vocational training programs in the institutional setting.

Cooperative programs between vocational rehabilitation agencies and courts, probation and parole offices are being developed in some of the States. Most State rehabilitation officials are setting up their programs on a developmental basis with the plan that the cooperative arrangement will extend vocational rehabilitation services to other institutions and agencies to serve increasing numbers of public offenders. The initial approach is usually with the youthful offenders.

While in most States correctional rehabilitation programs are being started in institutions, community-based programs which will serve the paroled, probated, or released public offender also need extensive development and should be very productive.

In a majority of States third-party funds are being used in the form of personnel or other services to attract Federal RSA funds to finance programs of vocational rehabilitation of the public offenders. In several States funds appropriated to Departments of Correction or other State agencies have been allotted to the Division of Vocational Rehabilitation. Programs for public offenders have been started in a number of States with R&D Grants, and some have used Innovation or Expansion Projects to initiate such programs.

Inter-agency agreements between vocational rehabilitation and other agencies serving the public offender are made necessary by a number of factors, such as the specialized knowledge and experience represented by the various agencies, the legal responsibility of corrections, the use by VR of the physical facilities of correctional institutions, the exigencies of financing a cooperative program, the importance of appropriate timing of essential services, the necessity of community involvement, the complexity of the problem, and the need for community education.

The essential factors involved in an inter-agency program are manifold and require extensive cooperation and communication. The recommendations are: (1) that cooperative efforts be first negotiated at top policy levels; (2) that as continued negotiation occurs, administrative and then casework levels gradually be drawn into the more specific planning; and (3) that continuing liaison relationships be established.

Inter-agency agreements require an acceptance of common goals and purposes; an understanding of the roles, responsibilities, and methodology of each discipline; a willingness to coordinate rather than duplicate services; and finally, a shared responsibility for community information and education.

Responsibility for juveniles and adults, and for institutional centers and community supervision is segmented into many combinations in the various

States. As a consequence, a variety of cooperative arrangements will be required. The situation in each State will need to be examined with an attempt to include as many phases of the correctional process as are appropriate. Within each State certain intra-agency policies must be established to insure effective field and follow-up services without interruption when the inmate-client leaves the institution. An essential element in any cooperative program should be the provision for extensive and continued staff orientation and training.

Beyond the agreements between specific correctional agencies and Divisions of Vocational Rehabilitation, many other agencies, both public and private, will need to be involved in the complex problem of rehabilitating the public offender. Included below is a list of some of the more obvious community agencies and resources that might be involved in the various problems presented by the offender.

1. State employment services
2. Sheltered workshops and rehabilitation centers
3. Probation and parole offices
4. Civic clubs
5. Labor Unions
6. Office of Economic Opportunity
7. Employer groups
8. National Council on Crime and Delinquency
9. Prisoner's Aid Society
10. Mental health clinics

The following community resources can be utilized in providing personal adjustment training, family services, legal services and emergency cash:

1. Foster families
2. Ex-offenders
3. Public welfare
4. Family social services
5. Legal service centers

In some States work release programs are permitted whereby selected inmates can be placed in jobs in the community on a day basis and return to the institution every night. The development of employment opportunities and community acceptance for a successful program depends on community resources and inter-agency relations. A number of States also have developed a pre-release program in which various community agency representatives are brought into the institution or into a center which is located near the institution, to inform and counsel with the inmate who is approaching his release time. The success of this program depends on the best of community and inter-agency relationships.

Although clients may receive comprehensive rehabilitation services in the correctional institution prior to their parole or release, adjustment to community living is a most formidable task. Certain clients will require an intermediate program, the purpose of which is to provide an opportunity to adjust to outside living, while at the same time, having the security and support of a half-way house. Such a rehabilitation house should include living and dining quarters as well as social, recreational and counseling services to assist the client in his preparation for community living. The rehabilitation house should be of particular value to the client who has no home or an unsatisfactory family situation to which to return.

A significant number of released or paroled inmates will gravitate to the slum or skid row area because that is where they are most readily accepted. If this type of public offender is to be helped, resources and facilities which will reach him and meet his needs must be developed. Maybe a fourth-class hotel could be used to provide housing. A conveniently located recreation center which operates somewhat below middle-class standards might provide an effective bridge for certain inmates in their return to the community.

Because of a variety of feelings such as fear, anxiety, distrust, retribution and rejection on the part of the public, the problems of rehabilitating this group are most difficult. Because of the difficulty of the problem, inter-agency cooperation and enlightened community attitudes and resources are essential to any rehabilitative effort.

Appendix A

VOCATIONAL REHABILITATION PROGRAM AT
GEORGIA INDUSTRIAL INSTITUTE
ALTO, GEORGIA

Vocational rehabilitation was brought into this institution after doing a ten percent sample study which revealed that approximately 75% of the cases could be legally classified as handicapped under the existing laws of vocational rehabilitation. The majority of these were assessed as mentally retarded; the others as emotionally disturbed and a small percentage of physical disabilities. A Center was established in which referrals were processed through preliminary counseling, occupational tests, psychological examinations, psychiatric examinations, gathering of social and medical histories, also a work sample program using a modified TOWER system. Actually, it was found that with few exceptions all confined in the institution have legally definable disabilities.

All new admissions are placed on the VR caseloads and evaluated. Part of the program consists of removing approximately 250 per year of selected inmates from the main population to a VR domicilliary, where they attend weekly group counseling sessions in addition to the general theraputic milieu. These clients are also given didactic instruction in the activities of daily living; such as, table manners, filling out employment forms, personal hygiene, grooming, etc. In addition, these inmates have access to their counselor and are seen as indicated in a one-to-one counseling relationship. Group counseling is under the supervision of a clinical psychologist. Other inmates who are not admitted to the Center may participate in group psychotherapy conducted by a psychiatrist and be maintained in the regular school setting and placed in an appropriate job with progress reports being submitted to the counselor who maintains periodic interviews with the client.

The entire VR staff participates in their own unstructured staff training group with a psychologist as group leader. Another group is conducted for the purpose of discussing and exploring the specific group counseling activities of each counselor. The VR Center counseling staff works more intensively than the general field counselor on personal adjustment of his clients. The counselor is given training and practice in group dynamics, formal training in criminology and periodic lectures from consulting psychiatrists on human behavior. In addition, they participate in the examination of a client with the psychiatrist.

Those accepted for services are felt to have significant handicaps but are also capable of profiting from this kind of service along with a post-release program of job placement and/or training.

A public offender field service unit has been established in Atlanta and it is anticipated that such units will be set up in other metropolitan areas throughout the State. Counselors from this unit will provide post-release group experience along with the usual services associated with the VR process. There is also under construction a vocational trade school which will offer training in eleven different trade areas with the capacity to serve approximately 400 inmates per year. At the present time this institution has a fully accredited high school which serves about half of the 1,000 population which includes a program of academic development for illiterates. The high school is maintained by the local county Board of Education. Legislative approval has been given for this high school to be operated by the State Department of Education, Division of Special Education. The proposed trade school facility will be staffed by the Office of Vocational Rehabilitation. The institution itself is under the Department of Corrections; also there is a parole officer who is hired by the Department of Pardon and Paroles who is located full time in this institution. This means that there are four administrative divisions within the institution.

Since the arrival of VR at the institution, the Department of Corrections has initiated a number of programs of their own which are constructive; shortening of the correctional officer's work week, increase in correctional pay and increase standards in the hiring of correctional officers, a training program for correctional officers, an inmate orientation program, physical plant remodeling, the initiation and maintenance of a full-fledged Senior Boys Scout Troop, there have been several experiments with the pre-release program which promises to be revived.

In spite of this progress the total institution has a long way to go to achieve the desirable standards which are prerequisite to a comprehensive rehabilitation program. It is hoped that eventually plans will materialize for half-way houses in metropolitan centers and also a work release program here at Alto. These changes have been slow and undramatic. They are however quite substantial and well-founded with a strong promise of permanency and growth. From an administrative point of view it is anticipated that this unit will produce approximately 300 plans and transfers per year with the potential of securing 90% positive result on those cases for which plans are written (Note: this is a conservative estimate based on present staff and facility consistent with quality standards of casework). The actual benefit that is accruing to inmates participating in our services in the total population of inmates that is in contact with VR is difficult to assess. There is at present a comprehensive research proposal for which NIMH funding will be sought that envisions a detailed analysis and study of program services and follow up over a five year period. Empirically and subjectively the program appears to be quite worthwhile.

The motive force for the development of this program is most significant. Youth who are committed to Alto are primarily chronic offenders. They have failed to respond to juvenile court programs, probation programs, family and community resources and previous incarceration. National norms established by FBI studies indicate that 70% of inmates confined between the ages of 18 and 24 will be convicted of repeat violations; of this 70%, 50% will spend half of their lives in institutions. The cost of one habitual criminal in society is staggering! Behavioral science when applied in a corrections institution results in reducing recidivism and increases the productive functioning of former inmates. Programs of this type are relatively new, therefore, they must be developed to achieve maximum effectiveness. Some failures should be anticipated, and a program of this type is expensive. Punishment, indifference and apathy have not proven effective. With today's population growth, increased urbanization, automation, youthful crime and violence are reaching alarming proportions. Releasing untreated chronic offenders into society is like ignoring cancer cells.

Outline of Development of Vocational Rehabilitation-Corrections Program at Alto, Georgia

Spring, 1963	Governor Sanders -- appeal to Dr. Jarrell and Col. Burson to establish if VR could work in correctional institutions.
Summer, 1963	Sample study by VR and University of Georgia revealing 70-75% of population having handicaps of MR, mental deficiency, and physical disabilities.
Winter, 1963	An agreement was developed and approved by VR and Corrections. Screening procedures developed through one VR administrator, two counselors, and one evaluator assigned at Alto.
Winter, 1964	RD-1507-G approved. Purpose: To plan and establish a cooperative rehabilitation program with the Board of Corrections.
Spring, 1965	Pre-vocational Center dedicated. Emphasis on client services, staff training, and research.

Winter, 1965	Continued program development expanded staff and Services, Federal regulation authorizing a socially defined diagnosis of "Behavior Disorder".
Winter, 1966	Establishment of group psychotherapy, establishment of an intake counselor, establishment of a classification committee, establishment of public offender field service unit in Atlanta.
Spring, 1967	Addition of a full time chaplain, addition of a full time psychologist, three months experience in a pre-release program, research program planning and activity at a peak.

Calendar

Spring, 1968	Completion of a vocational trade unit, a medical clinic and additional office space. Establishment of a social work intern program, installation of research personnel and equipment. Staff re-organization and expansion to a comprehensive VR center facility.

Appendix B

AGREEMENT OF COOPERATION BETWEEN THE DEPARTMENT OF CORRECTION AND THE STATE BOARD OF EDUCATION [1]

Introduction

The Advisory Board of the Department of Correction and the Division of Vocational Rehabilitation of the State Board of Education recognize the need for, and are mutually interested in, providing improved rehabilitation services to mentally and physically handicapped citizens of Maryland. This interest is for persons confined to the penal institutions of the State. The Department of Correction is an agency of the State of Maryland established to provide for the custody and care of prisoners in confinement, as well as the provision of treatment and training programs which will assist prisoners in a successful adjustment in the community upon their release.

Vocational rehabilitation is a service established under State and Federal legislation to assist individuals with physical or mental impairments so that they may engage in gainful employment where they can best utilize their skills and abilities. Services provided include vocational guidance, training, physical restoration, selective placement, and follow-up. Gainful employment includes: employment in the competitive labor market, practice of a trade or profession, self-employment, farm or family work where payment may be in kind rather than cash, homemaking, sheltered employment, and other home-bound work of a remunerative nature.

The Department of Correction and the public in general are concerned about the high recidivism of public offenders and the consequent high cost to the State as well as the waste of human resources.

Rehabilitation offers the philosophy and the techniques to help handicapped individuals prepare to take their rightful place in the community. To the extent that this can, and will be, accomplished by the combined efforts of these two agencies, everyone will benefit--the public offender himself, his family, and the State.

Purpose of the Agreement

The purpose of this agreement is to develop and maintain an effective cooperative working relationship between the Department of Correction and the Division of Vocational Rehabilitation. It is the belief of the respective boards and administrators that mutual agreement and cooperation will develop the maximum utilization of the resources of each agency toward the provision of improved rehabilitation services to the eligible mentally and physically handicapped inmates.

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[1] Material supplied by Maryland Division of Vocational Rehabilitation

of the penal institutions of the State. This will help such individuals to adjust to the social and economic demands of society through becoming able to obtain or return to gainful employment.

To assist and accomplish the vocational rehabilitation of as many of the handicapped inmates as possible, a Vocational Rehabilitation Unit is to be established in the Maryland Correctional Institution-Hagerstown.

Administrative Relationships

1. Designation of Liaison Persons

A representative from each agency shall be designated to serve as a liaison person to collaborate in preparing amended and supplemental agreements, exploring resources for cooperative efforts in training and research, developing and utilizing interdisciplinary case staffing, and establishing controls and procedures that will effect satisfactory execution of the agreement. The liaison persons will evaluate procedures and working relationships and will prescribe such action as will realize the above objectives. The liaison representative of the Department of Correction will be the Director of Classification and Research. The liaison representative of the Division of Vocational Rehabilitation will be the Assistant Director of Planning and Program Development.

2. Joint Staff Training and Conferences

The needs of public offenders will be met to a greater extent if there is mutual understanding by the personnel of both agencies of the facilities, resources, and programs available. This will be accomplished through joint training and staff conferences, mutually arranged, for exchanging information concerning functions and responsibilities of personnel. The responsibility for scheduling such staff training and conferences that will assure the mutual understanding of the written agreement and procedures developed under it will be vested in the liaison personnel.

Delineation of Area of Cooperation

The establishment of a Vocational Rehabilitation Unit in a State penal institution will be for the purpose of providing appropriate rehabilitation services at the time and place when they will be most effective in helping the handicapped inmates become vocationally adjusted and return to remunerative employment. Of necessity, then, the clients to be served by the Unit must be selected by the head of the Unit or his counselors. This, of course, will be done with medical advice and with concurrence of the Classification Department of the Institution.

1. Services to be Furnished by the Department of Correction

   All those services customarily provided for inmates including:

   a. Classification service.

   b. Medical, psychological, and psychiatric evaluation and treatment.

   c. Emergency medical treatment.

   d. Nursing care.

   e. Residential care.

   f. Academic, vocational, and on-the-job training.

   g. Recreation.

   h. Pre-release services.

2. Services to be Furnished by the Division of Vocational Rehabilitation

   a. Vocational diagnosis and determination of eligibility for vocational rehabilitation services.

   b. Such physical restoration and prostheses as are not ordinarily provided by the Department of Correction.

   c. Vocational guidance and counseling.

   d. Vocational training and training supplies, other than that provided in the institution.

   e. Maintenance and transportation where it is needed by a client for rehabilitation services beyond the institution.

   f. Selective placement.

   g. Follow-up.

   Note: Eligibility requirements for vocational rehabilitation service are:

1. The presence of a mental or physical impairment which constitutes a substantial handicap to employment, and

2. A reasonable expectation that the services provided by the Division of Vocational Rehabilitation will render the individual fit to engage in a gainful occupation.

3. Duplication of Service

Extreme care will be exercised to avoid the duplication by either agency of services that are normally provided by the other.

4. Joint Screening and Selection of Potential Cases

Close liaison and reciprocal consultation service will be established to develop procedures for joint screening and selection of cases.

5. Provision of Facilities

Adequate space and facilities will be made available by the Department of Correction in the Institution. All maintenance of that space and utilities will be provided by the Institution, including local telephone service.

Exchange of Information

1. Case Information

Every effort will be made to preserve the confidential nature of case material. To provide an effective working relationship, there will be a free exchange of information and access to case records between the Department of Correction and Division of Vocational Rehabilitation.

2. Releases

Informational releases which involve cooperative efforts will be mutually agreed upon by both the Department of Correction and the Division of Vocational Rehabilitation.

Joint Community Relationship

1. Each agency, under this agreement, will assume responsibility for developing improved public understanding for the acceptance of the public offender.

2. Each agency will cooperate with all other agencies, public and private, which offer potential contributions toward more effective rehabilitation services for the mentally disabled.

3. It is the intent of both agencies that everything possible will be done to advance the rehabilitation of the public offender. Both agencies will develop plans for the use of all State and community resources.

Organization and Financing

1. The Vocational Rehabilitation Unit set up in the Maryland Correctional Institution-Hagerstown must be an identifiable vocational rehabilitation service that will be under the administrative control of the Division of Vocational Rehabilitation and will operate in the Institution as a department of the Institution in quarters provided by the Institution.

2. The financing of such a Unit will be under the provision of the Maryland State Plan for Vocational Rehabilitation and will qualify for Federal participation under Section 2 of the Federal Vocational Rehabilitation Act. The State share will be provided from the General Fund appropriation included in the budget of the Department of Correction. Such funds will be identified and certified as rehabilitation services by the Department of Correction to the Division of Vocational Rehabilitation.

Miscellaneous

1. All provisions of the agreement shall become effective immediately on signature of persons shown below.

2. It is intended that this agreement will continue on a permanent basis and may be revised or amended by mutual consent.

THIS AGREEMENT EXECUTED THIS _________ DAY OF ____________ 196 ___.

Advisory Board of the Department of Correction	Vocational Rehabilitation Division of the State Board of Education
______________________________ Chairman	______________________________ President
______________________________ Commissioner of Correction	______________________________ State Superintendent of Schools
______________________________ Superintendent, Maryland Correctional Institution- Hagerstown	______________________________ Assistant State Superintendent in Vocational Rehabilitation

Appendix C

VOCATIONAL REHABILITATION UNIT
MARYLAND CORRECTIONAL INSTITUTION
HAGERSTOWN, MARYLAND

Established and Operated Jointly

by

THE DEPARTMENT OF CORRECTION

and

THE DIVISION OF VOCATIONAL REHABILITATION

Effective July 1, 1966

as per

AGREEMENT

Between

THE DEPARTMENT OF CORRECTION

and

THE BOARD OF EDUCATION

of the

STATE OF MARYLAND

VOCATIONAL REHABILITATION UNIT
MARYLAND CORRECTIONAL INSTITUTION
HAGERSTOWN, MARYLAND

Introduction

The combined interest of the Department of Correction and the Division of Vocational Rehabilitation of the State Department of Education are focusing attention on the possibility and advisability of providing vocational rehabilitation services to eligible and feasible inmates of the Maryland Correctional Institution. Considerable educational and vocational training are currently being given at the Maryland Correctional Institution, along with work experience in the State Use Industries and at the institutional industries. The community placement program, whereby a limited number of carefully selected inmates work in the community prior to release, has demonstrated its value in preparing the prisoner to take his place in responsible employment upon release. Also, the pre-release center has proved the value of preparatory services to assist inmates to return to the community and make an effective adjustment.

It is believed that these efforts, along with the services of the Division of Vocational Rehabilitation, will be able to help a significant number of inmates to prepare for suitable employment, return to the community, and make a satisfactory adjustment. The rate of recidivism should thereby be reduced.

Purpose and Approach

The purpose of this proposal is to develop a comprehensive vocational rehabilitation program for selected persons confined at the Maryland Correctional Institution. This program will represent the combined efforts of the Division of Vocational Rehabilitation and the many facilities of the Maryland Correctional Institution to provide services necessary for the successful rehabilitation of those persons who have the potential for gainful employment.

A Vocational Rehabilitation Unit to be established on the grounds of the Maryland Correctional Institution will be the focal point of this expanded program. This Unit will provide a vocational focus and emphasis to much of the existing program of re-training at the Maryland Correctional Institution and will add many new services aimed at preparing inmates for employment upon their return to the community.

The Division of Vocational Rehabilitation will be responsible for job development, planning, and vocational follow-up services needed by institutional clients upon their return to the community. Other services normally provided by the Division of Vocational Rehabilitation will be available to inmates wherever these services are considered essential to the client's successful vocational rehabilitation. These services will not duplicate those normally provided by the institution.

Identifying Data Regarding Maryland Correctional Institution

The Maryland Correctional Institution is one of four correctional institutions and five correctional camps that are administered by the Department of Correction. It is located near Hagerstown in Washington County on 1,119 acres of land.

The Institution has a rated capacity of 708 inmates. During the fiscal year of 1965, the total intake population was 1,719 with 1,480 releases, including transfers to other institutions. The average daily population during fiscal year 1965 was 1,353, and the age range was 16 to 25 years. The total number of authorized positions is 294, giving an employee-inmate ratio of 1 to 4.6. The total per capita cost in 1965 was $1,555 with a cost per inmate per day of $4.56.

The Institution is organized into administrative services covering general administration; custodial; dietary services; plant operation and maintenance; clinical and hospital services; classification, educational, vocational, recreational and religious; and farm operations and maintenance.

The classification department assembles case histories and prepares admission summaries, progress reports, pre-parole summaries and special reports as required. This activity maintains liaison with divisions and staff specialists within the institution, and also with outside agencies, in the development of case records. It assists prisoners with their problems of adjustment while in confinement and also with planning for their welfare after release. The Institution's Classification Committee assigns prisoners to living quarters, work, and academic and vocational training. The progress of prisoners is evaluated periodically to ascertain institutional adjustment and fitness for parole consideration, and also to consider if recommendation for transfer to another institution is advisable. Pre-release counseling is given to prisoners and special counseling is available for prisoners who are participants in the Institution's treatment program. Both group and individual counseling are conducted by this department. Advice and guidance are given to those who have personal and familial problems.

The educational program includes basic instruction for illiterates, elementary grade schooling, vocational training both in class and on the job, and specialized guidance for those prisoners who desire to pursue high school courses, correspondence study and other constructive educational activities. The Institution's library is supervised by the educational department.

In studies of the inmate population of Maryland Correctional Institution in 1964 and 1965, it was learned that there were approximately 100 young men who were released per month. It is estimated that at least one-third of this number are potential candidates for vocational rehabilitation because of a physical, mental or emotional disability.

It is also estimated that there are a significant number of inmates in the other correctional institutions operated by the Department of Correction who are potential clients for vocational rehabilitation. These inmates would be considered for transfer to the Maryland Correctional Institution for the Vocational Rehabilitation Program to the extent that facilities would permit.

With the establishment of this Unit, the case load will rapidly reach 400 clients. As the program develops, it is anticipated that the case load will grow.

Proposed Vocational Rehabilitation Program Development in the Institution

Based on the study and appraisal of the inmate population and resources at this Institution, it is apparent that vocationally oriented services would help a significant number of inmates return to the community in gainful employment. To accomplish this, there must be a well-integrated relationship between the Vocational Rehabilitation Unit and the existing training and pre-release programs of the Institution, and there must be adequate training programs developed in the Unit and in the institutional industries for clients to acquire adequate skills and work habits.

Vocational Rehabilitation Services to be Provided at the Institution

The vocational rehabilitation services program for inmates will include a wide range of services to aid them in deciding upon, preparing for, and entering suitable employment and achieving satisfactory vocational and social adjustment.

1. The Vocational Rehabilitation Unit Program at MCI

This Unit will operate under the regulations of the Division of Vocational Rehabilitation. Unit services will include the following:

a. Screening and Evaluation

After a period of four weeks after commitment to MCI, inmates will be referred to the Vocational Rehabilitation Unit by the screening staff of the Institution, with the Supervisor of the Vocational Rehabilitation Unit sitting as a member of that screening staff. Those inmates who are serving a sentence of six months or less, or who are classified as sex psychopaths, pathological forgers or arsonists, generally will not be referred. Eligibility for vocational rehabilitation will be based upon an identifiable mental, emotional, personality and character disorder, or physical disability. A significant role will be played by the psychologist and the psychiatrist in determining the eligibility of those clients with mental or emotional problems, or personality and character disorders. This evaluation will include a survey interview, psychological assessment, social and medical appraisal, and work sample assignments to determine each client's ability and readiness to utilize the services of the Vocational Rehabilitation Unit. Disposition of each case upon completion of evaluation will be made by a staff conference chaired by the Supervisor of the Unit.

b. Vocational Evaluation, Counseling, and Plan Development

(1) Counseling

Guidance and counseling service will begin with client acceptance for Unit services and continue as needed until the client is satisfactorily employed, if such an objective can be attained. Counselors and others attached to the Unit will provide this service to clients involved in the Unit program.

(2) Vocational and Work Evaluation

Following the screening and general evaluation outlined above, the Division of Vocational Rehabilitation counselor, with the assistance of classification and consulting personnel, will make a vocational evaluation of each client which will serve as a basis for the assignment of each client to a training course or work station in the Institution. To assist in accomplishing this vocational evaluation, the facilities in the Vocational Rehabilitation Unit at the Institution will be organized to provide structured activities to find out the functioning ability and work potential of each client.

(3) Plan Development

Following a complete evaluation in each case, an individual rehabilitation plan will be developed by the Counselor which will show the vocational objective, even though tentative, and will outline what services are needed to achieve it. The individual case plan will be followed or amended to prepare the individual for eventual employment in the community.

(4) Vocational Training

It is recognized that, for many of the inmates at MCI, the lack of a trade or inadequate preparation for employment has contributed to their delinquency and consequent incarceration; therefore, a great deal of emphasis will be put on vocational training in the preparation of clients for their return to the community. Such training will be provided in formally organized classrooms and training shops set up in the Institution as well as in a number of the Institution's industries.

Typical vocational training areas will be provided as follows:

Occupation	Classroom Instruction	On-The-Job Training
Automotive Mechanics	X	X
Bakery		X
Barbering	X	
Carpentry		X
Clerical Training	X	X
Construction Trades*		X
Cooking		X
Custodial & Janitorial Service		X
Dairy Farming		X
Electrical Work		X
Electronics	X	
Farm Equipment Maintenance		X
Feed Mill Operations		X
Food Service		X
Grounds & Landscaping		X
Machine Shop	X	
Remedial Education	X	
Sheet Metal Shop		X
Stationary Engineer		X

*Other than carpentry

(5) Physical Restoration

A number of inmates who will be referred to the Vocational Rehabilitation Unit will have mental or emotional problems which will require psychological and psychiatric evaluation and treatment. Also, a number of the inmates who will be referred to the Unit will have secondary disabilities affecting vision, hearing, use of arms or legs, or appearance, or other problems affecting ability to work. Each such problem will be evaluated to determine what, if anything, can be done to remove or reduce the disability so as to improve the vocational potential of the client. Some of these problems will be taken care of by the resources of the Department of Correction. Any that cannot be taken care of by this means can be taken care of through the resources of the Division of Vocational Rehabilitation to effect the vocational rehabilitiation of the individual.

Recognizing that a number of inmates who are potential candidates for vocational rehabilitation have mental or emotional problems as their major disability, psychiatric and psychological services will be provided by contract with Brook Lane Hospital, near Hagerstown, for 20 hours per week of a psychiatrist's time and 40 per week of a psychologist's time for consultations and individual and group therapy.

(6) Personal Social Adjustment

Adequate social functioning is a basic requirement for adjustment in the community and on the job. The basic problem of the inmate is frequently in the area of inter-personal relations and in the difficulty in assuming social responsibility. The rehabilitation process will take into account the client's needs for resocialization and include specific developmental experience in this area. To assist in this program, the services of a trained social worker for 40 hours per week will be provided by contract with the Brook Lane Hospital.

Administration and Organization

The Vocational Rehabilitation Unit will be a distinct and additional department within the Institution setting. It will have its own identified staff and be an integral part of the Institution's operation as well as a component unit of the Maryland State Vocational Rehabilitation program. Under the terms of the inter-agency agreement, the State Director of the Division of Vocational Rehabilitation, and the Superintendent of the Maryland Correctional Institution, with advice of the liaison persons, will jointly establish, control, and supervise all of the administrative and operational policies of the Unit.

The Supervisor of the Unit will work under the administrative direction of his State Director, who directs the Division of Vocational Rehabilitation, in carrying out agency regulations and policies. He is responsible to the Superintendent of the Maryland Correctional Institution for the day-to-day operation of the Unit and in matters of security and institutional discipline in all aspects of inmate services.

In order to provide the most effective placement and follow-up services, counselors assigned to the Unit will carry case loads and provide counseling and other vocational rehabilitation services to clients released from the Institution and residing within a 75 mile radius of the Institution. Clients returning to other areas of the State will be transferred to a local Vocational Rehabilitation Counselor with immediate transfer of the case record.

The Vocational Rehabilitation Unit will have case service funds with which to secure necessary services for clients outside the Institution or after they are released from the Institution.

Rehabilitation Unit Staff

1. Supervisor of the Unit

The Supervisor of the Unit will work under the professional and technical direction of the Vocational Rehabilitation Division in carrying out agency policies but will be responsible to the Superintendent of the Institution for the day-to-day administration and clerical operation of the Unit.

He will coordinate the program of the Vocational Rehabilitation Unit with other institutional and community services in arranging for and securing the services for the client. The Supervisor of the Unit will be responsible for seeing that the client's eligibility for vocational rehabilitation services is properly certified and that adequate case records on referred and active cases are maintained. He will assume responsibility for approving vocational rehabilitation plans and performs other duties as required in extending vocational rehabilitation services to eligible clients.

2. Medical Consultant

The Medical Consultant, assigned by the Institution, is directly concerned with the medical aspect of the inmates' rehabilitation program when they are in the Unit. He will relate and interpret medical information to members of the Vocational Rehabilitation Unit and serve as medical advisor to the Unit staff.

3. Coordinator of Institutional Training and Placement

This person will develop evaluation and training programs, and job opportunities in the Institution's industries and activities for clients served by the Vocational Rehabilitation Unit. He will be the liaison between the Unit and those institutional activities and programs that will contribute to the inmates' vocational rehabilitation experience.

4. Vocational Rehabilitation Counselor

The Vocational Rehabilitation Counselor's principal duties will include evaluation of inmates to determine their eligibility and need for vocational rehabilitation services, guidance and counseling to determine the vocational objective, initiation of individual case plans for necessary services, and placement and follow-up in the community.

5. Rehabilitation Specialist - Placement

This person will work in cooperation with the rehabilitation counselors assigned to the Unit and will be responsible for developing job opportunities mainly in the Metropolitan areas of Baltimore and Washington for clients who are ready to leave the Institution and enter employment.

6. Classification Officer

This person will interview inmates and review the records for the purpose of screening potential clients for referral to the Unit. He will also assist in the overall assessment and assignment of clients in the various areas of evaluation, training, and adjustment.

7. Work-Release Officer

This person arranges for selected inmates, who are clients of the Unit, to obtain work in the community nearby the Institution on a lay basis with the inmate returning to the Institution every night. This is now permitted by the Institution for carefully selected individuals for a short time prior to the date of their release.

8. Pre-Release Officer

This person supervises the Pre-Release Center which the Institution operates on the grounds. It is a personal and social adjustment program designed to help inmates prepare themselves to return to the community and cope with some of the inevitable problems which they will have to face.

9. Selected Vocational, Academic, and On-the-Job Training Instructors

These instructors at MCI will be assigned to the Unit according to the percentage of their time spent in training inmates of the Institution who are clients in the Vocational Rehabilitation Unit. The training areas listed on Page 6 of this proposal are anticipated as those being the most effective in preparing clients for employment; however, any of the Institution's industries will be used whenever appropriate for employment training.

Facilities to be Provided

It will be the responsibility of the Maryland Correctional Institution to provide satisfactory space for carrying out the services to be performed as part of the Vocational Rehabilitation Unit in the Institution. It is proposed and agreed that offices for professional staff, consultants, and clerical workers will be provided by the Institution as soon as the new administration building is completed.

Other areas of the Institution will provide opportunities for training in occupations listed under vocational training and other such types of training as may be developed in the Institution's industries.

Although the combined efforts of the Maryland Correctional Institution and the Maryland Division of Vocational Rehabilitation will be focused on a comprehensive program designed to assist clients in leaving the Institution for community living and work, it is recognized that, for some individuals, this will be a most formidable task. Certain clients will require an intermediate program, the purpose of which is to provide an opportunity to adjust to outside living while, at the same time, having the security of a halfway house. The program that is being proposed will include the establishment of such a residence near Baltimore City. This rehabilitation house will provide living quarters and dining facilities for the selected clients who are in vocational training programs or who are awaiting job placement. This program will offer a facility for support services that are deemed necessary, as well as vocational counseling services from the rehabilitation counselor. It is essential, in order to get maximum usefulness from the facility, that the clients be allowed to use the facility for only a specific length of time. Those who have successfully adjusted to community living will be encouraged and directed in finding individual living arrangements while those who do not have such strengths and resources will be assisted in making other arrangements. Rather than making a capital investment for this facility, it is proposed that the house be secured on a contractual or a leased basis.

Method of Financing

Since this Vocational Rehabilitation Unit will be considered an integral part of the service program of the Division of Vocational Rehabilitation and will operate under its direction (as prescribed in the cooperative agreement), the program will be financed in the same manner as are the other functions of the Division; namely, through the use of Federal and State matching funds as required under Section 2 of Public Law 333 of the Federal Vocational Rehabilitation Act, and as provided in the Maryland State Plan for Vocational Rehabilitation.

To establish a Vocational Rehabilitation Unit at the Maryland Correctional Institution, the Department of Correction will allot (by letter) sufficient funds in the form of salaries of personnel, presently employed at the Maryland Correctional Institution, whom the Department of Correction and the Maryland Correctional Institution are proposing to assign to work in the Vocational Rehabilitation Unit. This amount of State funds will obtain approximately three times as much Federal funds which will be used to provide the following:

1. Training supplies, equipment, and furnishings for the training shops and offices in the Vocational Rehabilitation Unit,
2. New personnel to work in the Unit,
3. Travel for field personnel of the Unit,
4. Case services to clients including those services needed after returning to the community.

Estimated Personnel for MCI-VR Unit, Hagerstown

Positions	No.	Assigned By MCI	Provided By DVR	Total
Supervisor in Charge	1	$	$ 8,560	$ 8,560
Vocational Rehabilitation Counselor III	1		7,420	7,420
Vocational Rehabilitation Counselor II	3		19,980	19,980
Coordinator of Training	1		6,660	6,660
Rehabilitation Specialist-Placement	1		6,660	6,660
Work Release, Adjustment Training	50%	2,830		2,830
Pre-Release, Adjustment Training	100%	7,849		7,849
Classification Officer, Evaluator	50%	4,577		4,577
Classification Officer, Evaluator	50%	3,924		3,924
Instructor, Automotive Shop	66%	4,933		4,933
Instructor, Radio-Electronics	66%	5,180		5,180
Instructor, Machine Shop	75%	5,086		5,086
Instructor, Barbering	66%	3,925		3,925
Carpentry, On-the-Job Training Instructor	50%	3,536		3,536
Construction Trades, O.J.T. Instructor	50%	3,395		3,395
Clerical Work, O.J.T. Instructor	66%	4,903		4,903
Stationary Engineering, O.J.T. Instructor	50%	3,516		3,516
Electrical Work, O.J.T. Instructor	50%	3,531		3,531
Sheet Metal, O.J.T. Instructor	60%	5,566		5,566
Farm Equipment Maint., O.J.T. Instructor	25%	1,839		1,839
Dairy Farming, O.J.T. Instructor	50%	4,400		4,400
Feed Mill, O.J.T. Instructor	33%	2,869		2,869
Janitorial Service, O.J.T. Instructor	50%	3,678		3,678
Food Service, O.J.T. Instructor	50%	3,103		3,103
Grounds Keeping, O.J.T. Instructor	50%	3,151		3,151
Cooking, O.J.T. Instructor	50%	4,577		4,577

Positions	No.	Assigned by MCI	Provided By DVR	Total
Teacher, Remedial Education	50%	$ 4,577	$	$ 4,577
Teacher, Remedial Education	50%	3,925		3,925
Teacher, Clerical Training	55%	5,509		5,509
Secretary II	1		4,540	4,540
Secretary I	3		12,140	12,140
Principal Account Clerk I			4,290	4,290
TOTAL		$100,379	$ 70,250	$178,629

Estimated Budget
Maryland Correctional Institution-Vocational Rehabilitation Unit, Hagerstown
Fiscal Year Beginning July 1, 1966

Personnel	Assigned By MCI	Provided By DVR	Total
Full or Part-time Positions Assigned by MCI	$100,379	$	$100,379
Positions to be Filled by DVR		70,250	70,250
Operating			
Office Equipment		10,000	10,000
Travel for Field Personnel		4,500	4,500
Supplies & Materials for Training Shops		6,500	6,500
Case Service Funds		127,387	127,387
Contractual Arrangements			
Halfway House		35,000	35,000
Psychiatric, Psychological, & Social Services from Brook Lane Hospital		40,000	40,000
TOTAL	$100,379	$301,137	$401,516

Allotment of Personnel from MCI	$100,379
Amount of Federal Funds Earned	$301,137

Appendix D

FEDERAL AGENCY PROGRAMS IN CORRECTIONS

Federal agency involvement in the correctional field is extensive and varied, although to some degree it is defined by consultative and technical support rather than the provision of direct therapeutic or rehabilitative services to public offenders. Where services are involved, they often tend to be provided on an individual project basis which means that these services may or may not be replicated in other programs and may or may not be continued after the termination of the project grant.

The Rehabilitation Services Administration is, therefore, in an unusual position in the correctional field since most of its programs in this setting for mentally and physically disabled public offenders are service oriented and are administered on a continuing basis. A review of other Federal programs indicates the extraordinary potential of the State rehabilitation agencies in meeting service needs which are now evident.

Department of Health, Education, and Welfare

Social and Rehabilitation Service

The Division of Juvenile Delinquency Services in the Children's Bureau provides technical assistance and training to public and private agencies engaged in juvenile delinquency prevention and control. This Division assists other agencies in developing program standards and guides in juvenile delinquency and provides analyses of existing or proposed Federal, State and local legislation. It also is responsible for providing technical assistance in the development of training programs for personnel in juvenile corrections and consults with States, communities and educational institutions to help them to develop training programs and the necessary training materials, guides, and standards for training and staff development. The Division helps to coordinate youth programs throughout the nation and consults with community groups to help them define and assess roles in delinquency prevention and control. The Children's Bureau Research Division supports some research in the juvenile delinquency area and receives, prepares and annually analyzes statistics from the Juvenile and Family courts throughout the nation. The Office of Juvenile Delinquency and Youth Development supports demonstration and evaluation projects in a variety of settings for the development of techniques designed both to prevent and control juvenile delinquency and to promote youth development along socially acceptable lines. Its program has sought to encourage the coordination of efforts among public and voluntary agencies by funding grants to centers, schools, institutes and workshops for the supplementary training of personnel in youth-serving agencies.

Public Health Service

The Public Health Service is primarily responsible for providing adequate facilities and methods for the care and treatment of persons with narcotic problems and works closely with many State and community agencies, including police agencies concerned with narcotic addiction. Federal prisoners and probationers, as well as voluntary patients, are admitted to the Public Health Service Hospitals for narcotics addicts in Lexington, Kentucky and Fort Worth, Texas, and research is supported to improve techniques in narcotics treatment and control.

The National Institute of Mental Health through its Center for Studies of Crime and Delinquency has supported extensive research activities in aspects of crime and delinquency related to mental health. It administers programs of demonstration and technical services and, in association with the National Council on Crime and Delinquency, publishes "Crime and Delinquency Abstracts." This publication, which contains abstracts of current published scientific and professional literature and of current on-going research projects, is available from the National Clearinghouse for Mental Health Information, National Institute of Mental Health, Chevy Chase, Maryland 20015.

Office of Education

The Office of Education makes grants to educational institutions for police training workshops and seminars, generally in university settings. A pending legislative proposal is designed to provide assistance to students pursuing programs of higher education in the fields of law enforcement and corrections.

Justice Department

Under the Law Enforcement Assistance Act the Justice Department makes grants or contracts with public or private non-profit agencies to foster new ways of coping with crime and criminals. Under this program, Federal funds are provided for projects which may create, experiment with, test or demonstrate new knowledge or techniques in crime prevention, crime detection, law enforcement, the administration of criminal justice and corrections.

In general, activities aided under this program are designed for either the improvement of personnel through more effective training, professional education, and selection procedures; or the improvement of the capabilities of agencies through demonstration and testing of new and better ways of handling their work.

The Justice Department is also involved, under the Criminal Justice Act of 1964, in providing legal, investigative and expert assistance in Federal courts to defendents needing this assistance but unable to pay for it.

Under the work-release program authorized by the Prisoner Rehabilitation Act of 1965 the Attorney General may extend a guidance program to adult offenders, allowing selected prisoners to work at paid employment in the communities near the institutions and to grant furloughs to trustworthy prisoners for emergency and other compelling reasons.

The Bureau of Prisons supervises the operation of Federal penal and correctional institutions; the commitment and management of Federal prisoners and the contracting with local institutions for the confinement and support of prisoners. Federal Prison Industries, Incorporated, under the supervision of the Director of the Bureau of Prisons, sponsors vocational training programs in all Federal penal and correctional institutions.

Department of Labor

Under the Manpower Development and Training Act and its amending legislation, the Department of Labor has sought to recognize the special training needs and employment problems of prisoners and releasees. This Department has sponsored several projects under the Manpower Development and Training Act to demonstrate means of assisting former offenders in getting jobs. These projects stress training for prisoners in occupations where employment opportunities exist. They also underscore the need for extensive job development efforts and the provision of services such as counseling and guidance to inmates through the local employment service.

The Manpower Development and Training Act was amended in 1965 to provide an exploratory program which will help releasees meet bonding requirements of employers. Under the amendment, experimental and demonstration projects will be developed to assist in the placement of persons seeking employment through a public employment office. Persons eligible for these projects must have participated in a federally assisted or financed program of training, counseling, work training, or work experience, but risk being denied employment for reasons other than ability to perform, including difficulty in securing bonds. This program will protect employers against loss from infidelity, dishonesty, or default of employees.

Currently pending legislation will amend MDTA in order to provide specific programs of job training and education for inmates of correctional institutions.

The Bureau of Employment Security through its State agencies administers a broad program of employment services to correctional authorities and to parolees, releasees, probationers and inmates.

Pre-incarceration services consist primarily of group orientation services for new arrivals and institution personnel. This orientation is designed to motivate the prisoners to more readily accept realistic training in prison, or outside in a work-training release situation, with the offender devoting his prison time to the kind of training which will be useful to him when he returns to competitive employment.

Pre-release services may extend to the institution in the form of technical assistance to the staff of the institution.

Post-release services are provided through the local employment Security offices by continuance of the services which may have been started prior to release, or more commonly by furnishing needed assistance at the time the individual offender first reports or comes to the attention of the local office. Services may also be provided to individuals whose history has been forwarded to the local office of his residence for job development purposes.

Some States have made special arrangements with parole boards for release of offenders on a "reasonable assurance" basis; that is, release without having a definite job offer. A number of States conduct surveys of training programs to see if they are realistically geared to the current job market demand, making appropriate recommendations so that alternate solutions to training of prisoners in obsolete skills can be instituted. Group counseling sessions with offenders and employer groups is another form of job development for releasees carried out by State Employment Security agencies.

The Department of Labor, under the Economic Opportunity Act of 1964, has also provided Federal funds and assistance for the establishment of Neighborhood Youth Corps and Youth Opportunity Centers by both public and voluntary sponsors. These provide work training programs for unemployed youths between the ages of 16 and 21 who are in need of funds to continue or resume their education, or who need work experience to qualify for full-time employment.

Other Federal Agencies

The Office of Economic Opportunity operates the Job Corps for young people ages 16 through 21 from impoverished environments with special emphasis to the school drop-out. This entails a residential program of vocational training in parks, forests and other public lands in addition to a training program in specific occupations and skills. Young people with minor criminal backgrounds are acceptable for this program. The Department of Commerce has been active in implementing the work of human relations commissions and in developing material aimed at improving race relations. The Department of Housing and Urban Development assists families in securing loans at low interest rates and makes possible low financing terms for single home purchases to families displaced by urban renewal or other governmental action. It also assists local government in financing neighborhood youth centers, health stations and other public facilities that provide social service to neighborhoods. The Department of Interior provides Indians with on-the-job training, including vocational counseling and guidance. This agency also contributes to preventative programming by providing for the lease or transfer of Federal lands to public and voluntary agencies for uses as public parks, playgrounds, and schools.

Harold Shay, Consultant
Handicapped Youth
Division of Disability Services
Rehabilitation Services
Administration

Appendix E

EXPANSION PROJECTS IN CORRECTIONS

Arizona (FY67)	Vocational Rehabilitation for Alcholic and Public Offenders in Arizona. To assign vocational rehabilitation counselor to coordinate activities with Federal, State and private agencies providing services to the alcoholic.
Colorado (FY67)	Denver Juvenile Court Residential Rehabilitation Centers for Delinquent Adolescents To establish two residential facilities for boys and girls known to the court because of acts of delinquency but not requiring an institutional program.
D. C. (FY66)	Vocational Rehabilitation Service Unit for Disabled Court Referred Youth To establish a new program of vocational rehabilitation services for court referred youth at the D. C. Receiving Home for Children.
Georgia (FY66)	Emory University School of Medicine: The Expansion of vocational rehabilitation service to the Chronic Drunk Court Offender Alcoholic To expand vocational rehabilitation services to the chronic drunk court offender.
New Jersey (FY66)	Expansion of Services to Public Offenders To extend comprehensive rehabilitation services to disabled public offenders confined or paroled from Annadale and Bordentown reformatories.
North Carolina (FY66)	Rehabilitation Program for Mentally handicapped Youth in the North Carolina Prison System To establish a cooperative program with the North Carolina Prison Department to begin rehabilitation activities with mentally retarded inmates.

South Carolina (FY66)	Expansion of Vocational Rehabilitation Services to the Public Offender To provide vocational rehabilitation counselors to serve those disabled persons in the State prison under the jurisdiction of the Department of Corrections and those disabled individuals who are discharged from the State prison.
Virginia (FY66)	Rehabilitation of Public Offenders in a Federal Reformatory To establish a rehabilitation unit in the Federal reformatory at Petersburg, Virginia.

Appendix F

INNOVATION PROJECTS IN CORRECTIONS

Alabama(FY67)	Cooperative Project with City of Birmingham, Recorders Court, Parole Board in the Rehabilitation of Public Offenders To provide vocational rehabilitation for referrals from both court and parole board.
Alabama (FY67)	Cooperative Project with Family Court in the Rehabilitation of Young Adult Offenders To provide vocational rehabilitation counselor services to Montgomery Family Court team.
Arkansas (FY67)	Primary and Auxiliary Rehabilitation Services for the Public Offender To establish a coordinated program of counselor aide services throughout the State to assist the public offender in making the transition from the correctional institution into employment and community living and to establish an Arkansas Rehabilitation Service Evaluation Unit at the Arkansas State Penitentiary.
Colorado (FY67)	To Provide a Counselor for the Denver County Court To assign a full time counselor to the Denver County Court to evaluate cases referred to the Diagnostic and Probation Center.
Connecticut (FY67)	Jailed Inmates Vocational Rehabilitation Services To provide counselors to work in State jails, located in Hartford, New Haven and Bridgeport.
South Carolina (FY67)	Rehabilitation of the Public Offender To provide equipment to serve those disabled persons in the State prison and those disabled individuals who are released.

Appendix G

ESTABLISHMENT PROJECTS IN CORRECTIONS

Arkansas	Evaluation Units at Training Schools Alexander Fargo Wrightsville Pine Bluff
Georgia	Georgia Industrial Institute, Alto
Oklahoma	Oklahoma State Reformatory, Granite
Wyoming	Wyoming Girls School, Sheridan

EXTENSION AND IMPROVEMENT PROJECTS IN CORRECTIONS

Wyoming	A plan to establish rehabilitation services within the Wyoming Industrial Institute.
Georgia	Brain wave patterns and behavior abnormalities of prison inmates selected for vocational training.
	Special study of inmates' perceptions of selected social roles.
Missouri	Vocational Rehabilitation counselor assigned to Bureau of Prisons Medical Center.

PROJECT DEVELOPMENT PROJECTS IN CORRECTIONS

Oklahoma	To plan for the development and construction of vocational training facility at the State Penitentiary at McAlester.
South Carolina	To plan the construction of a facility for young public offenders.

Appendix H

RESEARCH AND DEMONSTRATION PROJECTS IN CORRECTIONS

RD-685 - The Children's Village, Dobbs Berry, New York - December 1, 1960. A vocational rehabilitation demonstration in a residential treatment center to meet the vocational and community needs of emotionally disturbed youth adjudged to be juvenile delinquents.

RD-949 - Oklahoma Division of Vocational Rehabilitation, Oklahoma City, Oklahoma - July 1, 1962. A coordinated program of rehabilitation services for a selected group of inmates in the State reformatory leading to return to society as a useful and productive citizen.

RD-1075- Champaign Community Schools, Champaign, Illinois, July 1, 1962. To demonstrate the efficacy of a prevocational curriculum and service designed to rehabilitate slow learners who are school drop outs, delinquency and unemployment prone.

RD-1146- University of California, Los Angeles, California - December 1, 1962. Pilot Study: Personality characteristics of rehabilitated and non-rehabilitated alcoholic, recidivist prisoners in California.

RD-1240- Oklahoma Division of Vocational Rehabilitation, Oklahoma City, Oklahoma - July 1, 1963. To study the rehabilitation requirements of juvenile delinquent and to determine the role of a State vocational rehabilitation agency in meeting these needs.

RD-1280- Vocational Guidance Service, Houston, Texas, - June 1, 1964. To demonstrate the use of a rehabilitation house and integrated community approaches in the post-hospitalization of the narcotics addict.

RD-1387- Oklahoma Division of Vocational Rehabilitation, Oklahoma City, Oklahoma - January 1, 1965. Development and evaluation of a rehabilitation program for handicapped inmates of a State penitentiary.

RD-1551- Minneapolis Rehabilitation Center, Minneapolis, Minnesota - September 1, 1964. To demonstrate that a comprehensive vocational program provided to parolees from a State reformatory will (1) reduce recidivism rates, (2) enhance vocational stability and occupational levels, and (3) produce measurable changes in attitudes and levels of personal adjustment.

RD-1568- Montefiore Hospital, Bronx, New York - July 1, 1964
To study the effectiveness of a program of medical rehabilitation comprising plastic surgery for facial and somatic disfigurements and the removal of visible tattoos, supplemented by social and vocational services, on the reduction of chronic unemployment, emotional disturbance, and recidivism of adult male and female correctional inmates.

RD-1709- South Carolina Department of Vocational Rehabilitation, Columbia, South Carolina - November 1, 1964. To evaluate the effectiveness of comprehensive and intensive rehabilitation services to public offenders, and to attempt to identify significant variables in the population served and services given.

RD-1739- National Council on Crime and Delinquency, New York, New York, November 1, 1964.
A one-year planning grant to establish a joint commission on correctional manpower and training and test the two assumptions (1) that corrections is a field identified with vocational rehabilitation, and (2) that vocational rehabilitation can be a unifying force to bring together the various disciplines and professions interested in the field of corrections.

RD-1855- State Department of Education, Oklahoma City, Oklahoma - July 1, 1965. A three-year project to demonstrate the effect of coordinating the services of the Department of Public Welfare the State vocational rehabilitation agency, the juvenile court probation offices, and the public school systems, on the reduction of juvenile delinquency.

RD-1985- D. C. Department of Vocational Rehabilitation, Washington, D.C. November 1, 1965. A three year project to develop and test a vocationally oriented program of rehabilitation services, tailored to the needs of a group of socially deprived, mentally retarded and **emo**tionally disturbed persons in a State (D. C.) institution.

RD-2045- Multnomah County, Oregon -Portland, Oregon - November 1, 1965. A three year project to study the effectiveness of planned use of community services for a select group of recidivist alcoholic offenders remanded by the courts.

RD-2077, 2078, 2079, 2080, 2081, 2082, 2083 and 2196 - Federal Offenders Rehabilitation Program - Denver, Colorado; Tampa, Florida; Atlanta, Georgia; Chicago, Illinois; Springfield, Illinois; Pittsburgh, Pennsylvania; San Antonio, Texas; Seattle, Washington - January 11, 1965. A three-year collaborative effort utilizing eight separate projects to demonstrate and test different ways of delivering vocational rehabilitation services to federal public offenders. Involves youth at probation affairs and at the Englewood Correctional Institute in Colorado.

Each project provides intensive rehabilitation services to a random sample of public offenders and includes a control sample of those not provided service. Projects enter into the corrections process at three stages. Some projects enter cases during the pre-sentence investigation period and follow them through incarceration and parole or on probation. Other projects receive cases as they are assigned to the probation offices as probationers or parolees. A third set of projects accept only cases which have been on probation or parole for two to six months. Three of the projects will take cases at two of these points of entry. The Chicago project accepts only female offenders.

RD-2072G-Centenary College of Louisiana, Shreveport, Louisiana-September 9, 1966. A planning project to determine the feasibility of developing a program to provide vocational rehabilitation services for municipal public offenders, primarily alcoholics.

RD-2076G-Institute for Study of Crime and Delinquency, Sacramento, California - October 1, 1965. A pilot study of the fidelity bonding of former offenders as an adjunct to rehabilitation services.

RD-2201G-D. C. Department of Corrections, Washington, D. C., May 1, 1966. A planning project to determine those features, both of correction and program, which should be included in a comprehensive rehabilitation facility for young handicapped inmates of a correctional facility.

RD-2310P-Northern California Service League, San Francisco, California July 1, 1966. A pilot "content analysis" study of how adult offenders, referred for counseling in lieu of jail, perceived their environment and timing of changes in perception.

RD-2257P- University of Washington, Seattle, Washington - September 9, 1966. To investigate the influence of special modeling and identification opportunities on the behavior of adolescent delinquent boys.

RC-13- Communicable Disease Center, Atlanta, Georgia - November 1, 1963.
To produce a film through which the problems of the disabled public offender may be demonstrated along with methods by which prison officials, probation officers, and vocational rehabilitation personnel, working together, may offer significant services to this population.

RC-16 - Emory University, Atlanta, Georgia - December 1, 1963.
To study characteristics of prisoners and probationers at the Atlanta Federal Penitentiary and in the Northern District of Georgia, respectively, in order to provide background data, insights and guides for the development of a more effective rehabilitation program.

There have also been seven other planning grants awarded in the area of correctional rehabilitation. These are small grants which are used to support pilot projects to explore the feasibility of conducting full scale research and demonstration projects on a given problem. Some of the planning grants have led to the development of correctional rehabilitation programs under the Basic Support (Section 2) program.

Appendix I

ADJUSTMENT TRAINING STATION GUIDE [1/]
Kitchen Helper

I. GENERAL OBJECTIVES

A. Familiarize client with an actual work experience
B. Evaluate and develop good work habits
C. Evaluate and develop social skills and attitudes
D. Evaluate client's stated and/or tested interests
E. Evaluate and develop client's vocational aptitudes in this job
F. Appraise client's potential in this job area
G. Foster good mental health
H. Provide experience in the observation of safety measures

II. JOB DESCRIPTION

Performs duties in the kitchen requiring little skill, such as scrubbing, scraping, and scouring work tables and meat blocks, sweeping and mopping floors, obtaining and distributing supplies and utensils, and watching cooking foods to prevent burning. May cut and peel or otherwise prepare vegetables for the cooks.

III. PHYSICAL REQUIREMENTS

This work is classified as heavy. A person should be in good general health with good physical ability since he must grasp and lift food and equipment and utensils and carry to work table or ovens, use both hands and arms to push and pull pans to position them on stove or in oven, and stoop, bend, climb, crouch and turn.

IV. WORKER TRAITS AND SKILLS

A. Personal

A genuine interest in working in a kitchen and helping with the work, good health, clean habits and appearance, dependability, good coordination and some mechanical ability. He should be able to follow simple oral orders. He must understand he is a helpér and only carries out the kitchen manager's orders.

B. Social

He should have potential ability to get along with other workers and take orders from supervisors. He will probably have very little contact with customers but should be polite and well mannered.

[1/] Material supplied by Georgia Industrial Institute, Alto, Georgia.

C. Vocational

He will need to have a size and weight and number concept since he will be dealing with different sizes and quantities of food, equipment and supplies. He probably will be using some machines so will need some mechanical aptitudes. His motor coordination should be fair as well as his finger dexterity, eye-hand coordination and manual dexterity.

D. Contributions Evaluator, Supervisor, or Trainer can make toward these Skills

The evaluator should help the client become familiar with the names of the tools of the trade, with a probable vocabulary, and as near as possible a step-by-step breakdown of the duties and experiences the client will go through. He should help the client to understand the needs, objective and to establish a willingness on the part of the client to take the training step by step. He should also help the client to do a self-evaluation of his progress from time to time, pointing out his strong points as well as weak ones.

E. Contributions Trainer can make toward these Skills

The trainer should see that the client receives training that is well planned and administered. He should communicate with the counselor regarding problems. The client should be given recognition or constructive criticism as deserved, in an effort to motivate him. He should be aware of strong points as well as the weak ones, trying to improve each where possible.

V. WORKING CONDITIONS

There are exposures to heat, cooking odors, moisture from steam tables and cooking foods, sharp knives, broken glass and these can result in burns, cuts, et cetera. Also, there are dangers of allergy to cleansing compounds, condiments and cooking odors.

VI. EXPERIENCES

A. Orientation

1. Introduction to other workers
2. Discussion of safety practices
3. Hygiene
    a. Personal hygiene
    b. Sanitary food handling
    c. Sanitation of kitchen areas and equipment

4. Assignment of duties to be performed daily
    a. Get equipment ready for preparation of meal
    b. Get food to be prepared from storage room
    c. Get instructions from chef or cook of responsibilities for meal preparation
    d. Help get food to serving area in proper containers

B. Formal Instruction

1. Safety practices
2. Sanitation
3. Personal hygiene
4. Cleaning
5. Care and use of equipment
6. Food preparation
7. Stock room

C. Regular Duties

1. Clean work area
    a. Wipe work table or block
    b. Equipment
    c. Disposal of waste materials

2. Scrubbing work area after meal prepared
    a. Cleaning compounds used
    b. Mixing cleaning compounds
    c. Equipment used

3. Equipment
    a. Check to see if clean
    b. Storage in proper place

D. Specific work experience - Under Supervision

1. Food preparation
    a. Cleaning and paring vegetables
    b. Slicing and boning meat

2. Cleaning
    a. Kitchen area
    b. Tables
    c. Equipment

3. Stock Room
    a. Unpacking and uncrating foods
    b. Storing and handling of cans, glass containers, and paper cartons
    c. Storing and handling perishable foods

Appendix J

TRAINING PROGRAM FOR AUTO SERVICE STATION MECHANIC-ATTENDANT[1]

Purpose: To provide unskilled youthful offenders training for entry-level performance in the Auto Service Station Mechanic-Attendant Trade as a means of equipping them for successful participation in a highly competitive free society.

Objectives

1. Determine the knowledge and skills required of the Auto Service Station Mechanic-Attendant Trade
2. Identify individual training needs of selected participants
3. Develop and conduct an experimental program for meeting trade and individual needs
4. Evaluate the experimental program results in terms of meeting specific needs and objectives

The original proposal for this project contained the basic goals for this particular work area. These goals were derived from studies which indicated a need for trained personnel in this field. The *Dictionary of Occupational Titles* furnished guidelines for the objectives of the course.

Our objective is to train students so that they can meet entry level requirements in the Automobile Service Station Mechanic-Attendant trade. The course was arranged to try to provide this training. Personnel with widely varying degrees of ability can be successfully employed in this trade. For example, there is a definite need for clean-up men who would be required to do nothing more than maintain the appearance of a service station and possibly wash autos. On the other extreme, highly trained and skilled mechanics are employed by service stations. In addition to these, persons with a bent toward meeting the public or selling have excellent opportunities in a service station. Those trained in this area can utilize their knowledge and skills in many related jobs, such as maintenance of equipment related to farming, heavy construction, fleets of trucks or autos, selling parts or equipment, etc. Trainees in this course probably have a broader range of job possibilities than those in any of the other trades offered here.

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[1] Rehabilitation Research Foundation, Draper Correctional Center Elmore, Alabama, John McKee, Ph.D., Project Director.

The course content was developed using as guides existing training materials which were available commercially: trade journals, technical manuals, oil company publications, distributive education publications, and material from national and state petroleum associations. Using training materials on modifications in late automobiles is one of the best ways to keep informed of changes that occur during a model year. Trade journals are also excellent sources for information about new equipment, parts, accessories, and specification changes during a model year. We currently subscribe to two trade journals: Motors Auto Repair Manual published by Motor, 250 West 55th Street, New York, New York, and Super Service Station published by Irving Cloud Publishing Company, 73 North Cicero Avenue, Lincolnwood, Chicago, Illinois. We utilize a wide variety of technical manuals in conducting courses. Outstanding among these are: Motor's Auto Repair Manual, Motor's Flat Rate and Parts Manual, and Motor's Truck Repair Manual--all published by Motor. In addition to these, we use Glenn's Foreign Car Repair Manual, Harold T. Glenn, author, published by Chilton, Philadelphia and New York. Another is Auto Engines and Electrical Systems written by Harold F. Blanchard and Ralph Ritchen and published by Motor, 250 West 55th Street, New York, New York. The foregoing technical manuals were purchased from the publishers.

From automotive manufactureres we have obtained free-of-charge various shop service manuals which cover repair, replacement, and adjustment of component parts of the automobile. Some manufacturers also furnish equipment or, in some cases, parts of an automobile for training purposes. The Chrysler Corporation donated to our project a complete 6-cylinder engine, in running condition, which we use for demonstration purposes to supplement classroom instruction. Students disassemble, repair, and make adjustments on this engine. We have found that most manufacturers are happy to cooperate with a vocational training school in any way that they can. They feel it is a good investment, since the exposure of their products or equipment to the public, particularly to students, familarizes them with the particular equipment and may eventually lead to an increase in sales.

Other manufacturers who are quite helpful to use are those who sell shop equipment such as tune-up instruments, tools, supplies, etc. Quite often these people will send representatives to visit us who will explain new or different techniques and describe or demonstrate new equipment which is on the market. Various parts manufacturers also have training programs designed to send out representatives who are well informed concerning their products and repair techniques and are eager to talk to students. Oil companies are excellent sources for information related to this course. We have found them very cooperative; they have never hesitated to supply us with information, technical training manuals, and, on occasion, to send in training personnel to assist us.

Our classroom instruction is built around a study guide in auto mechanics. This is a publication of the Department of Trade and Industrial Education, University, Alabama. In a sense, this guide is programmed instruction. The student studies the related text or texts, answers series of questions, and is then tested on individual jobs which make up the study guide. The texts which are keyed to the study guide are: Automotive Mechanics by William H. Crouse, Automotive Electrical Equipment, and Automotive Engines by William H. Crouse. All three of the above are published by McGraw Hill Book Company, Inc., New York, New York. Two additional books which are helpful are published by the American Technical Society, Chicago, Illinois. They are Automotive Maintenance and Trouble-Shooting by Venk and Spicer and Automotive Electrical Systems by Franzee and Bedell. One additional book which we found to be helpful is General Repair Tools for Automotive Mechanics by Delmar Publishers, Inc., Albany, New York. This is a very thorough work which covers the use and maintenance of practically all the hand tools utilized in automotive repair work. It also deals with various power tools, shop tools, and shop procedures.

We have also utilized to advantage distributive education publications in this field. These were developed by the University of Texas with the cooperation of the American Petroleum Institute.

The material which we use was assembled as a package designed for training service station attendants. It covers the entire range of training in this area, including selling, repairs, personal grooming, housekeeping, and all other aspects of service station work. National Cash Register Company supplies a manual on service station management which is also very helpful. The American Petroleum Institute furnishes, free of charge, a film strip on energy. We have purchased one set of film strips on auto mechanics from the Jam Handy organization. We have found that these are helpful in teaching theory, although they are fairly old. A wide selection of Air Force training films is available. These are designed specifically for training personnel to service and maintain government vehicles, but the theory is generally applicable to our purpose. We secure our films through the Maxwell Air Force Base Library.

Salesmen and manufacturers' representatives are excellent sources of information for this purpose. They can usually demonstrate and show samples or films of procedures used in this trade. Other possibilities are owners or operators of service stations. They are able to give valuable insight into the needs for training and knowledge of products and salesmanship in the localities where the trainee might be employed. Another resource is job placement or employment service personnel. These people vividly describe the need for adequate training in a trade area. One additional training aid which we find very helpful is a set of charts published by the Sun Electric Company. These charts, along with other training materials, are utilized at the proper time during the course to graphically demonstrate electrical components and systems of automobiles.

Decisions for selecting all of the above materials were based on the needs of employers in this geographical area. After contacting various people mentioned before, we selected the areas for training which would fill the needs of the greatest of employers. We based our selection of materials on these needs. This has been a continuing process. We are constantly looking for new and better ways to teach. As new products, references, equipment and material become available, we try to secure them to determine if they will be useful in our program. This is necessary because of constantly changing models of automobiles and their related equipment.

The first class of students served as a model for succeeding classes. We learned a great deal about the attitude of the students toward training, the educational level required to complete training, the availability of work which could provide shop practice, and the arrangement of the work so that students would receive experience on a variety of jobs. We learned which jobs could be best taught by demonstration, lecture, and workbooks and which jobs were best taught by using a combination of these techniques. In most cases, the greatest amount of learning takes place when the theory is presented first, or simultaneously with a demonstration, then is followed by giving trainees an opportunity to perform the job. Students also seem to take a greater interest in doing the work properly, thereby learning more, when they know that the job that they are doing is to be useful. For example, they would generally take much more interest in doing a conscientious and thorough job on the automobile which belonged to an employee in this project than they would take in doing the same repairs or adjustments on a demonstration engine in the classroom. For this reason, we try to provide as much "live" work as possible. We have been extremely fortunate in having been able to have an adequate amount of live work to do. The automobiles on which we do minor repairs belong primarily to project employees. We also have work available from state employees who work nearby. We feel that our work would not have been nearly so successful had all shop experience been gained from working on jobs which were not to be useful to someone.

In developing the content of the course, we had to begin by assuming that the students knew practically nothing about mechanical repairs, selling, adjustments, or any of the many other varied qualities that a good service station mechanic-attendant should have. We found that our assumption was true, because most of the inmate students have very little, if any, accurate knowledge in these areas. In fact, most of them enter training with a tremendous amount of misinformation which has to be rearranged or discarded before they can succeed in training.

The content of the course is also affected by the availability of equipment. If adequate money is available, the tool room should include sufficient tools to allow each student to work at his maximum potential. The tool room should include a wide variety of assorted hand tools, such as pliers, screwdrivers, socket sets and wrenches, as well as special tools to familarize trainees with as wide a variety of available equipment as possible. Each student in the course presents a different problem. This is due to the fact that in every course there is a wide range in intelligence, educational achievement, experience, mechanical aptitude, and initiative.

The content of the course is also affected by the group itself. Some individuals within the group will be able to progress much further and at a greater rate of speed than others. Some will be able to accomplish relatively little in comparison. Therefore, the course must be designed so that each student may obtain maximum benefit. This, of course, requires constant supervision of job assignments and related studies. Since this trade can offer employment to individuals with an extremely wide range of abilities and skills, we feel that even if a student is not the most capable in the group, he may still be employed successfully, even if his work is related only to menial or unskilled tasks. Any employment, of course, depends on his having developed acceptable attitudes toward society.

The sequence in which the material in this course is presented must follow some logical order. Bear in mind that we work constantly to effect changes in attitude and behavior. This is not an area to which we assign a definite period of time for instruction. This is an underlying goal toward which we work constantly in the classroom and shop or at any time that we have contact with students. With the technical training, we begin by teaching how an automobile runs. We teach this phase in detail through the use of charts, films, textbooks, filmstrips, lectures, engines and chassis. After the students develop some understanding of these systems or components, we go into a detailed study of the component parts. We have found that teaching theory, using any available aids or techniques possible and giving related work in the shop dealing with the theory which has just been taught, is most effective. We work from the general to the specific in teaching the mechanical skills as well as the other facets of the trade. Salesmanship, grooming, housekeeping, driveway service, and knowledge of products sold must be included in the content of the course. This training is incorporated as the course progresses in order to give the student an opportunity to put into practice what he has learned. Films and filmstrips, lectures, discussions, programmed instruction, workbooks, textbooks, and demonstrations are excellent means of presenting material. General Motors Library offers an excellent film on the care of hand tools which is done in cartoon fashion. We have found that the entire class will retain the most minute detail of this presentation, probably because of an animated character in the film called "Primitive Pete" who does everything wrong. Straight-forward presentation of this same material in the form of a lecture or classroom demonstration is far less effective.

Programmed instruction offers the student an opportunity to progress as fast as his learning rate will allow. In the use of programmed instruction, we have found that the trainee's retention is very good. Unfortunately, the material which has been programmed in this area is very limited. Informal lectures which include the use of charts and filmstrips, accompanied by detailed discussion, form the backbone of our classroom teaching. Workbooks which are keyed to various textbooks are also utilized to a large extent.

We have found that a great deal of reform is necessary with the individuals with whom we work in order to have an effective learning situation. Most of them have had very few, if any, constructive relationships with other individuals--in their homes or in the broader society. First, in order to communicate with these people, we have to help them build confidence in the instructor and in the program. In the institution, they are constantly being told everything they must do--when to get up, when to eat, what to wear, where to work, how to spend their leisure time, etc. They are under constant supervision of authority figures and force is used to assure their compliance with prison rules. Being in school here presents them with quite a different situation. We cannot force them to study, to learn, or to change their attitudes toward society in general. Therefore, we must use any means at our command to instill in them a desire to accomplish these goals. To establish confidentiality is a must; the instructor must convey to the student that he will be, first of all, fair with the trainee in all of their contacts. The trainee must be made to feel that the instructor is willling to help him as a person. The instructor should not have the responsibilities of a custodial person if he is to effectively teach. If the instructor can accomplish these things, he can awake in the students a keen sense of loyalty which will lend itself to an atmosphere in which learning can take place at an accelerated pace. Without these conditions there can be very little progress, since interest and desire to learn, on the part of the student, are so definitely realted to the student's attitude toward his instructor.

If the instructor can establish an individual relationship with each of his students, he can then broaden this into some very meaningful group in which all participants can discuss problems that exist in the school or in the outside world. Group discussions offer instructors one of the best opportunities to attempt to change attitudes.

The instructor is the first person to see the need for counseling among his students. In such a case, he refers the student to the counseling department; an appointment is made, and the student has an opportunity to discuss his problems with trained personnel. Students sometimes voluntarily ask to see a counselor so that they may discuss a specific problem.

Reporting is an important part of this project. One of the most important reports is a bi-monthly progress report which covers in detail all of the activities of the individual instructor. In order to prepare this report effectively, the instructor must keep accurate records of everything he does from day to day. The results of teaching techniques, tests, shop evaluation, and contact with students should be recorded whether they were successful or not. This material is then assimilated and used to prepare the bi-monthly report. Reviewing this material and writing such a report helps the instructor to evaluate his procedures and to eliminate those techniques which were ineffective, and it helps to develop new or more effective techniques. Also included in the report is a record of contacts made by the instructors. These contacts with people in the community can be very helpful to the project as a whole or to the individual instructor and possibly to inmates who might in the future secure a job in the community. Such contacts are usually with potential employers, civic leaders, or persons related in some way to the trades which are being taught in the Draper project. A record should be kept of who was contacted, how and where they were contacted, problems encountered, possible solutions to problems, and the instructors evaluation of the contact.

Detailed reports must also be kept on students' progress. A monthly report msut be sent inside the prison to be filed in the prisoner's jacket (cumulative record). A final report to our Placement Officer must be made which includes detailed information on the student's progress, his attitude, and his potential for success. Daily rating sheets which cover the student's progress in class and shop and his personal attribute, such as grooming, attitude, initiative, and relationship with other people must also be kept. An attendance record covering daily and monthly attendance must also be kept up to date. Absentee reports must be turned in by the instructor twice a day so that the reason for a student's absence may be recorded. The instructor, from time to time, must write special reports such as this one.

Budgets for courses must be planned and the instructor must be able to justify the expenditure of funds for items on his budget. Our budget is so designed that an expenditure of over $50 requires competitive bids. A considerable number of items in the service station attendant course will fall into this category, such as the grease lift, grinders, heavy duty drills, jacks, etc. We constantly have to replenish the stock of supplies and some expendable tools, such as socket sets, wrenches, pliers, screwdrivers, some lubrication equipment, and special tools, The category for instructional material covers books, workbooks, charts, films, filmstrips, etc. The category for maintenance should be sufficient to provide for adequate care and unkeep on tools, equipment, and shop area.

We have already briefly discussed counseling. Since the instructor has day-to-day contact with students, his role in the area of counseling is most important. He is the first person to be aware that the student has a problem. He also has the first opportunity to try to help the student solve his problem. After he gets to know his students, he can usually, by observing, tell when something is bothering one of them. One of the most helpful things to the instructor and the student is for the instructor to become thoroughly familiar with the student--his background (as much as possible), his likes, his dislikes, his attitudes, his abilities, his weakness, and his general behavior pattern. All of these things help the instructor to spot problems when they arise. Naturally, each student requires counseling techniques adapted to his particular need. Some will disucss their problems freely when given an opportunity. Others are very hesitant to do so and have to be drawn out. At times the instructor is not capable of doing this, or he may not be in a position to help a student even though he is aware that a problem exists. When situations such as these arise, the instructor refers the student to the counseling department for help.

At the beginning of the course, it is extremely important that the new students understand exactly what behavior will be expected of them. They will have some freedom which they have not been accustomed to while inside the institution, and they must be made aware that with this freedom comes the necessity to develop a sense of responsibility. Should a student not show adequate progress, it is the responsibility of the instructor to discuss this with the student and to try to determine why he isn't making sufficient progress and then to try to do anything that he can to assit him. The instructor should also recognize the accomplishments of the individual, as well as the group. He can utilize classroom discussions to determine how accomplishment or progress of the group or individuals could be increased.

What motivates students is an area on which volumes could be and have been written. A class drawn from a prison population presents problems not unique in the instructional system but in more volume than is usual in public educational institutions.

The majority of the students in these classes have had very few successful experiences with learning or with living in general. Two of the primary motives of the students enrolling in the classes are: they feel that successful completion of this course will enable them to leave prison at an earlier date, and their enrollment will allow them to get off the prison farm. Both of these are valid motivating factors. The instructor can utilize these built-in motivations to help the student successfully complete the course of training. He can provide additional motivation by giving the student an opportunity to perform successfully in the classroom and shop. Recording his progress on wall charts which show his rank in the class often motivates a trainee who is competitive to improve his rank. Another motivating factor is: utilizing tests to properly evaluate the student's progress and determine his weak area, then mapping out the concrete plan to overcome these weaknesses. The instructor should also make use of live work whenever possible in order to help motivate his students.

As mentioned before, students are a great deal more interested in working on something that is useful than in working on a project which is designed purely to provide them with experience. For example, if they know that the automobile on which they are working must be driven home at night by an employee of the project, they are much more apt to do a complete and thorough job. Another possibility for motivating trainees is to assign students who are thoroughly trained in a particular area of work to assist students who have not progressed so far. A student who knows the subject well takes particular pride in being able to show someone else that he has become competent in a specific job. We have had some students, usually those with very low educational levels, who are able to learn more from a fellow inmate than from a teacher.

Giving awards for various achievements is very definitely a means of motivating trainees. We are currently using a system which awards two outstanding students, at the end of every two-week period, a certificate of achievement. One certificate is awarded to a student in each class. The awards are based on a point system which rates progress in the trade are--both in shop and in class, in supplementary and remedial classes, and with regard to personal-social development. In addition to the certificates, the winners receive a small amount of money. The awards are made in an assembly setting to provide an opportunity for the entire student body to recognize the achievements of outstanding students. This same idea can be used in various classes, too, if the instructor provides a means of recognizing outstanding work which is done in the classroom or shop. Students should also be rewarded for exhibiting good behavior or attitudes at any time to reinforce the reoccurrence of that behavior. This is true whether the behavior occurs in the classroom, in the shop under actual working contitions, or at any time the instructor has contact with the student and observes a behavior which should be complimented. This reinformement can take the form of "a pat on the back" or simply a verbal compliment on a job well done or a decision wisely made.

Another effective means of motivating trainees available for use by the instructor is the fact that he can point out to students that the better students will, in all likelihood, receive the better jobs when they are paroled. For some students this can be an outstanding motivational factor. The student should understand that the instructor has contacts in the community with potential employers, and these contacts can lead to good jobs for well-trained students. Another method of motivating students is to provide competitive situations. Competition between individual members of a group can become a highly motivational device, if handled properly. A situation where students can compete with each other for recognition, awards, or for their own personal satisfaction can lead to increased accomplishments. Another means of recognizing students for work well done is to photograph them at work. These photographs can displayed for other members of the group or other classes to see. There is something about having accomplishments recorded by means of a photograph which seems to be highly motivating. Inmates are eager to have pictures of themselves.

It is the instructors responsibility to prevent, if possible, a student from dropping out of training or being dropped from the course. His first responsibility is to the student. He should employ any means at his command to help the student so that he does not have to be dropped from the course. He might try to utilize any of the motivational techniques mentioned above in order to get the student to work. He can employ counseling--counseling the trainee himself or referring him to the counseling department. He might initiate a probationary period during which the student will be given a chance to show progress. He can try to help the student develop an interest in establishing relationships with other members of the group who might, in turn, motivate him. He can attempt to cultivate the student's interest in some area, even though it may not be rleased directly to the trade. At times, giving students failing grades just prior to actually dropping them can motivate them sufficiently to make them want to complete the course. The instructor might have the students, as a group, to set up their own standards and deal with group problems. We have found that the students in a group situation usually will deal with problems that exist with a relative degree of fairness. Given the opportunity, they will frequently attempt to help solve the problems that are brought out. Once a group establishes its standards, the large majority of members of the group will conform to these standards. The instructor, from time to time, should examine his attitude toward his students and his class in general, especially if a problem arises. He should also examine his methods and teaching techniques. Before dropping a student the instructor should try all possible approaches to motivating students to continue the course. Only after he is sure that he has explored all possibilities available to him in this direction, should he consider the student a candidate for dropping. Even after the instructor has done everything that he can do individually, the student should be referred to the counselor. Skilled counseling personnel are often able to help a student get to the root of his problem and solve it. A student should be dropped only when it becomes apparent that he is not going to conform to the requirements of the class, and his behavior is detrimental to the class as a whole. We have found that when this situation does exist, it is usually caused by the anti-social attitudes of the student, rather than his inability to learn a trade. To conclude, an instructor in a project such as this must "wear a variety of hats." He must be a knowledgeable instructor in his field; a counselor; a friend; and, at times, a disciplinarian; all this, if he is to become a significant figure with whom trainees will want to identify and after whom they will seek to pattern their own behavior so that they, too, may become skilled tradesmen and successful citizens.

Appendix K

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COMMITTEE ON REHABILITATION OF THE PUBLIC OFFENDER

UNIVERSITY OF GEORGIA - SPONSOR

Study Group

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Appendix L

BIBLIOGRAPHY

I. Books in Criminology

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II. Treatment of the Public Offender

A. Books

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B. Articles

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III. Films and Audio-Visual

Source: Educational Medic Index

1. The Quiet One-Documentary of unloved child drifting into delinquency. Methods, approaches for understanding, rehabilitating juvenile delinquents. 70 min., -7 mn, sound, without cost, b&w. Contemporary Films, 267 W. 25th St., New York 1.

2. Youth and the law. -- Role of police working with community organizations to prevent juvenile delinquency, guide youthful energies. Importance of coorinating law enforcement with professional guidance for young people. How juvenile law should correct offenders, not punish them. 36 min, 16mn, sound, b&w,. Cost -- $150, Rental $9. International Film bureau, 322 S. Michigan Ave., Chicago 4, Ill.

Educational Film Guide: 1954-58

1. Punishment -- Selections for a program of developmental reading. Discusses the philosophies of retribution and reformation in connection with punishment and the resulting deterrent effect on others. Distinguishes between cruel and humane punishment, and explains how the two extremes of punishment, and explains how the two extremes of punishment can be combined. 30 min., sound, b&w, Rental -- $4.75. Alfred T. Palmer Productions, 130 Bush St., San Francisco.

2. Mirror in the Mountains. The story of a youth sent to Berkshire Industrial Farm at Canaan, New York. Describes the work of Berkshire and how the youth is transformed into a useful citizen. 19 min., sound, b&w, and color. Free-loan. Berkshire Industrial Farm, Canaan, New York.

Source: Georgia Center For Continuing Education

Address all Communications for rental of films to:
Film Library, Center for Continuing Education
University of Gerogia
Athens, Georgia Telephone: 542-1221

1. Boy in Court -- shows working of the juvenile court when a boy is brought before it. 12 min. $1.50.

2. Criminal is Born -- Dramatization of the cases of four boys who turn to crime. Shows their careers in crime and subsequent punishment. 20 min., $2.50.

3. The Perfect Set-up -- Traces, through court records, the criminal career of a young man. 21 min. $3.00.

4. That Boy Joe--The story of juvenile delinquency. 20 min. $1.00.

5. Children in Trouble--Seriousness and cost of juvenile delinquency and crime; causes of crime and effective methods of prevention. 10 min. $1.50.

6. Hard Brought Up--A dramatic story of two young boys caught in an act of delinquency and how they are helped by the child welfare worker assigned to their case. 40 min., $5.00.

7. Playtown USA--Intended to provide local groups with information on community organization for a year-round all-age public sponsored recreation program. 23 min., Color. $2.00.

8. Boy with a Knife--A case story from the files of a Los Angeles Youth Service Agency. Shows how a group worker attempts to reach a gang of boys who are headed for delinquency. 19 min. $3.00.

Source: Georgia State Department of Education Film Catalogue
(Note: Publisher should be contacted)

1. Angry Boy--This film is a dramatization of the story of Tommy Randall who, having been caught stealing in school, is sent to a child guidance clinic, instead of being treated as a criminal, for what his understanding searchers regard as an emotional problem. A thorough investigation by members of the psychiatric team at the clinic soon reveals that Tommy is indeed suffering from an emotional disturbance which is traced to its basic causes. International Film Bureau; 322 S. Michigan Ave., Chicago, Ill.

2. Boys Beware--In Boys Beware the serious problem of the homosexual is dramatically told in good taste. Four case histories are dramatized. The pattern and danger signs are pointed out so they can easily be detected. Sid Davis.

3. Children of the City--This film indicates the British approach of the treatment of delinquency, and depicts the working of the juvenile courts under a recent article known as "The Children's Charter.".BIS

4. Discussion Problems: What about Juvenile Delinquncy? - Designed to stimulate group discussion of the problem of juvenile delinquency. YA

5. Girls Beware--The problem of young girls falling prey to the molester is forcefullv told with good taste in four case histories. Then it develops the ever present problem of the young girls who choose to allow themselves to be picked up, and the girls who wish to go with boys that are too old. Sid Davis.

6. Moment of Decision--This is the gripping story of four boys who are faced with a decision, whether to go for a joy ride and thus commit grand theft. The film will make every young person think carefully before he is tempted to make a rash decision regarding his future. Though the story is about grand theft, its theme is universal and applicable to all situations where important decisions are required - Sid Davis.

7. Name Unknown--A film designed to fill an urgent, immediate need, a picture to warn boys and girls against becoming victims of sexual criminals. Through several incidents the teen-ager comes to understand why it is much smarter to be aware of possible perils and avoid them, than to seek a momentary thrill or kick by taking dangerous chances - Sid Davis.

8. The Plot to Save a Boy--Mary Devlin played by Thelma Ritter, who operates a candy store in New York City, sets out to rehabilitate a slum urchin who has killed her son in a street fight. Her struggle to communicate with the troubled urchin is culminated by success - and ultimately she applies for, and granted legal guardinaship of the boy. A touching and dramatic story of the juvenile delinquent problem. Carousel.

9. Respect for Property--This film dramatically presents three concepts basic to building respect for the property of others. Faced with a forceful story in which three boys suffer deeply becaused of disrespect for property, the audience learns with the importance of proper respect. Coronet Films; 65 E. South Water St., Chicago 1, Ill.

10. Right or Wrong--Its objective is to arouse a feeling-thinking condition in the minds of its audience, to make discussion essential and pointed, and thereby to raise for reconsideration and examination the moral standards by which each person makes his own decision. Handel Film Company; 6926 Melrose Ave., Hollywood, California.

11. Story of a Teen-age addict--The typical case history of a teen-age addict. The Story of Bill Daniels, a young high school boy; how he first encounters narcotics and how he finally solves his problem. YA

12. Vandalism: Crime or Prank? This film explores the question of whether vandalism is a crime or a prank, and whether or not an adult

who witnesses such an act and recognizes one of the participants has an obligation to report the matter to either the police or to the boy's parents. - IFB

13. Vandalism--Basically the approach is theirs: whether an act of vandalism is performed out of "youthful wildness," or deliberate criminal intent, the consequences are the same - jail, a police record and stigma that may last a lifetime - Sid Davis.

14. Car Theft - 15 min., b&w, $65, r.-$6.50. Two teen-age youths steal a car for a "joy-ride"; pick up girl who doesn't know the car is stolen; while being chased by police, kill a little girl. Motivation of each participant dramatized. American Film Producers: 1600 Broadway New York, 19, N. Y.

15. Crime Under Twenty-One--Criminal behavior of teen-agers. States that juvenile delinquency may be over-exaggerated. How improvements in statistics, reporting, apprehension influence total picture of teen-age crime. Group of young people discuss themselves, their problems. Sound b&w, $125, r.-$5.25. National Educational Television Film Service, Audio-Visual Center; Indiana University; Bloomington, Ind.

16. The Devil is a Sissy--Court Sequence. - Treatment of three slum boys by judge, their parents, after being caught stealing, pawning toys to raise money for tombstone for father of one of the boys. Excerpt from film The Devil is a Sissy. Sound, 16 min., Teaching Film Custodians, Inc. 25 W. 43rd St., New York 36, N. Y.

17. Old Man Stone. Immigrant druggist fights juvenile delinquency in Detroit Slum. Sound, 39 min., r.-$8.50. National Academy of Adult Jewish Studies of the Synagogue of America; 1109 5th Ave., New York 28, N. Y.

18. The Protest--Protests treatment given juvenile delinquents from standpoint of law, parental authority, Answers no questions, presents juvenile problem. Sound, 25 min., b&w, $120, r.-$5. University of Southern California; Dept. of Cinema; Film Distribution Division; University Park; Los Angeles 7, California.

19. Step By Step--How social workers in New York City were able to make contact with juvenile gang members, gradually gained their acceptance, helped guide young people away from delinquency. Sound, 20 min., b&w, $95, r.- $5. IFB.

20. What About Juvenile Delinquency--Portrayal of act of juvenile delinquency, designed to stimulate discussion of this problem. Sound, 12 min., b&w, $70. McGraw-Hill.

IV. Sources for Additional Information

1. The Journal of Criminal Law, Criminology and police science. Published for Northwestern University School of Law by the Williams and Wilkins Co. Issued quarterly, one volume a year, in March, June, Sept., and December. Subscript price $9.00 per year, single inssue - $3.00. The Williams and Wilkins Co.; 428 E. Preston St.; Baltimore, Md. 21202.

2. Federal Probation. A journal of correctional philosophy and practice. Published quarterly by the Administration Office of the U. S. Courts in cooperation with the Bureau of Prisons of the U. S. Department of Justice. Communication should be addressed to Federal Probation Quarterly Supreme Court Building, Washington, D. C. 20544.

3. Crime and Delinquency Abstracts, formerly titled International Bibliography on Crime and Delinquency. Contains abstract of current published scientific and professional literature and of current outgoing research projects. Publication should be addressed to: Crime and Delinquency Abstracts; National Clearing House for Mental Health; 5454 Wisconsin Avenue; Chevy Chase, Maryland, 20015.

4. American Journal of Correction. Official publication American Correctional Association. Suscriptions: 2642 University Avenue, Saint Paul, Minn., 5514. W. T. Coulter, Publisher. Domestic Subscription price - $2.00 per year.

5. Crime and Delinquency. National Council on Crime and Delinquency publication as a professional forum for the expression and discussion of all competent points of view in the field of prevention and correction of crime and delinquency. Published in Jan., April, July, and Oct. Subscription to NCCD members included in registration fee but subscription to journal alone, $4.40; single copy $1.25. NCCD; 44 East 23 St.; New York, New York 10010.

6. The British Journal of Criminology. Delinquency and Deviant Social Behavior. Formerly the British Journal of Delinquency. Published in U. S. by Fred B. Rothman and Co., 57 Leaning St. South Hackeusack, New Jersey. Quarterly $3,00 or $11.00 per volume.

7. The Prison Journal. Issued semi-annually by the Pennsylvania Prison Society. G. Richard Bacon (ed.) Room 320, Social Service Building; 311 South Juniper Street; Philadelphia, Pa. 19107. Due year-$1.00. Single Issues, 50¢.

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